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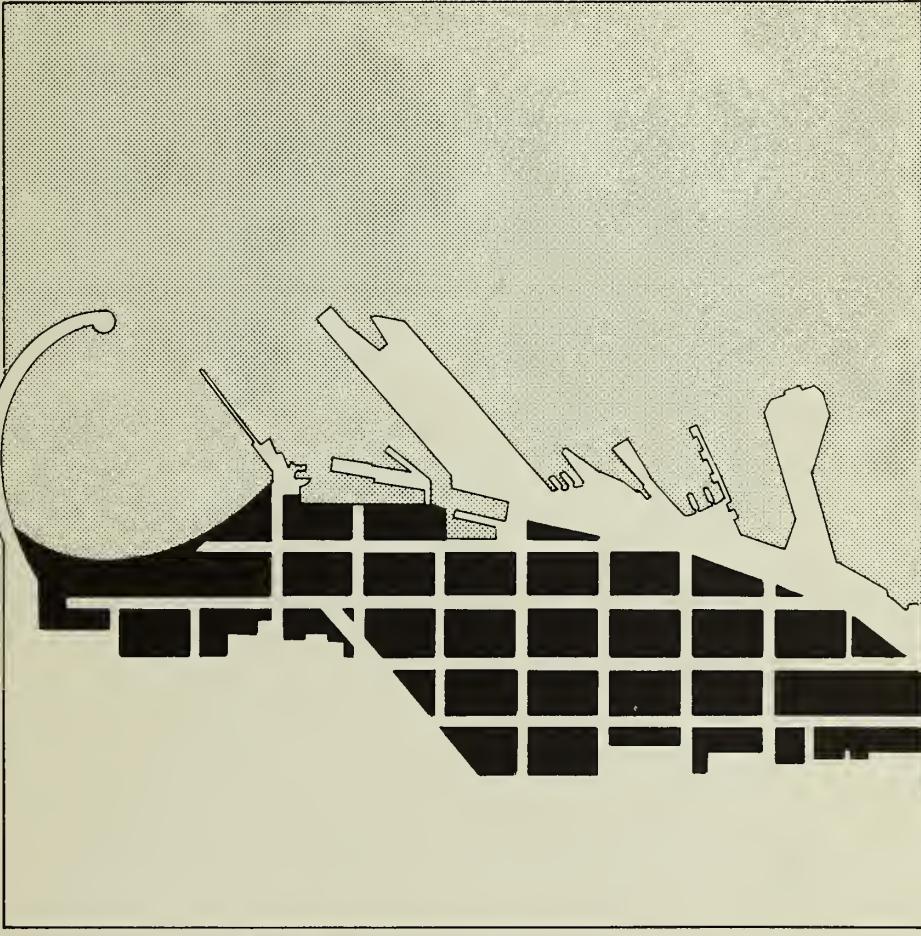
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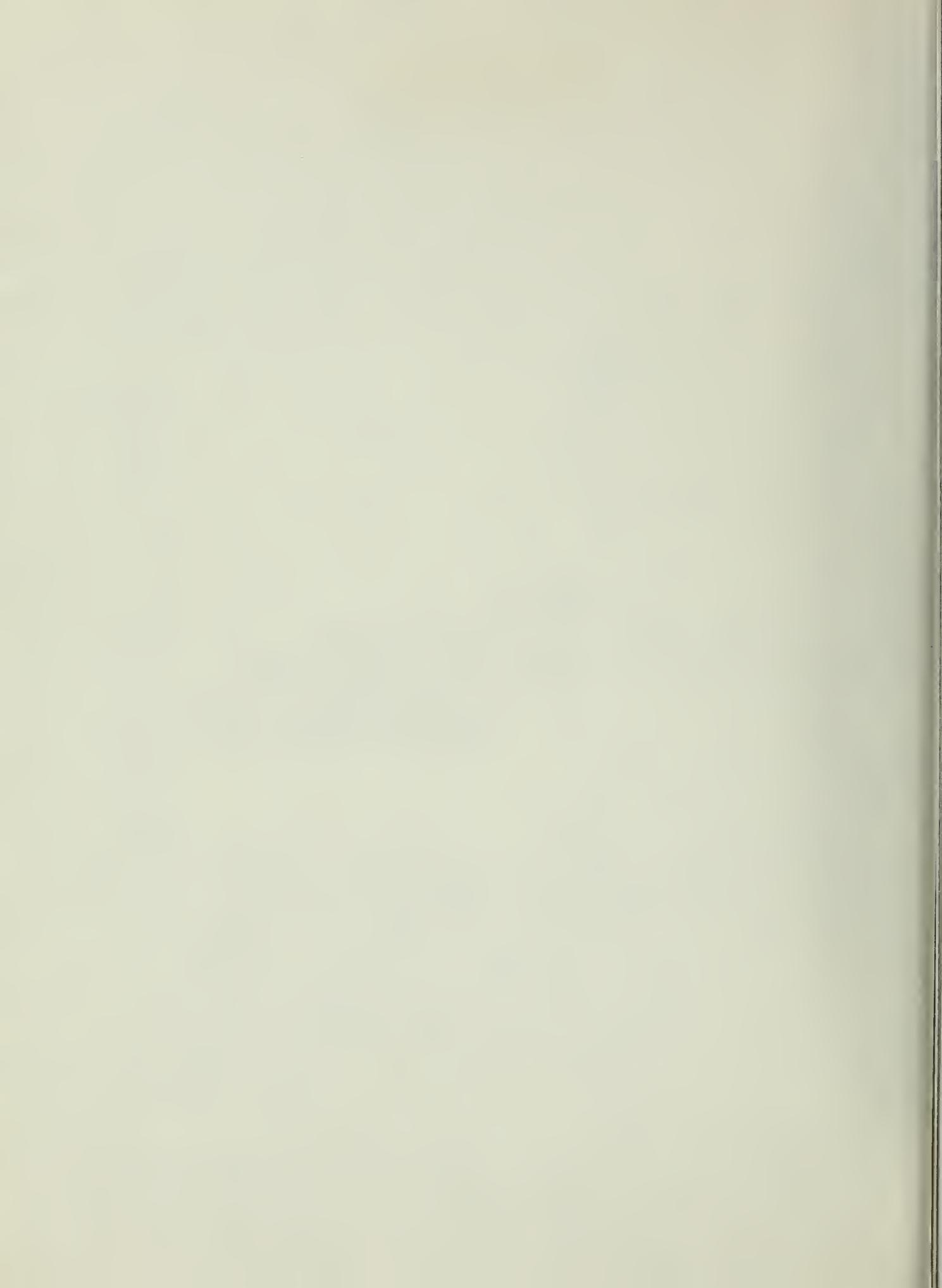
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THE NORTHERN WATERFRONT
FINDINGS REPORT

CITY AND COUNTY OF SAN FRANCISCO DEPARTMENT OF CITY PLANNING

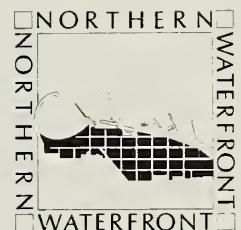
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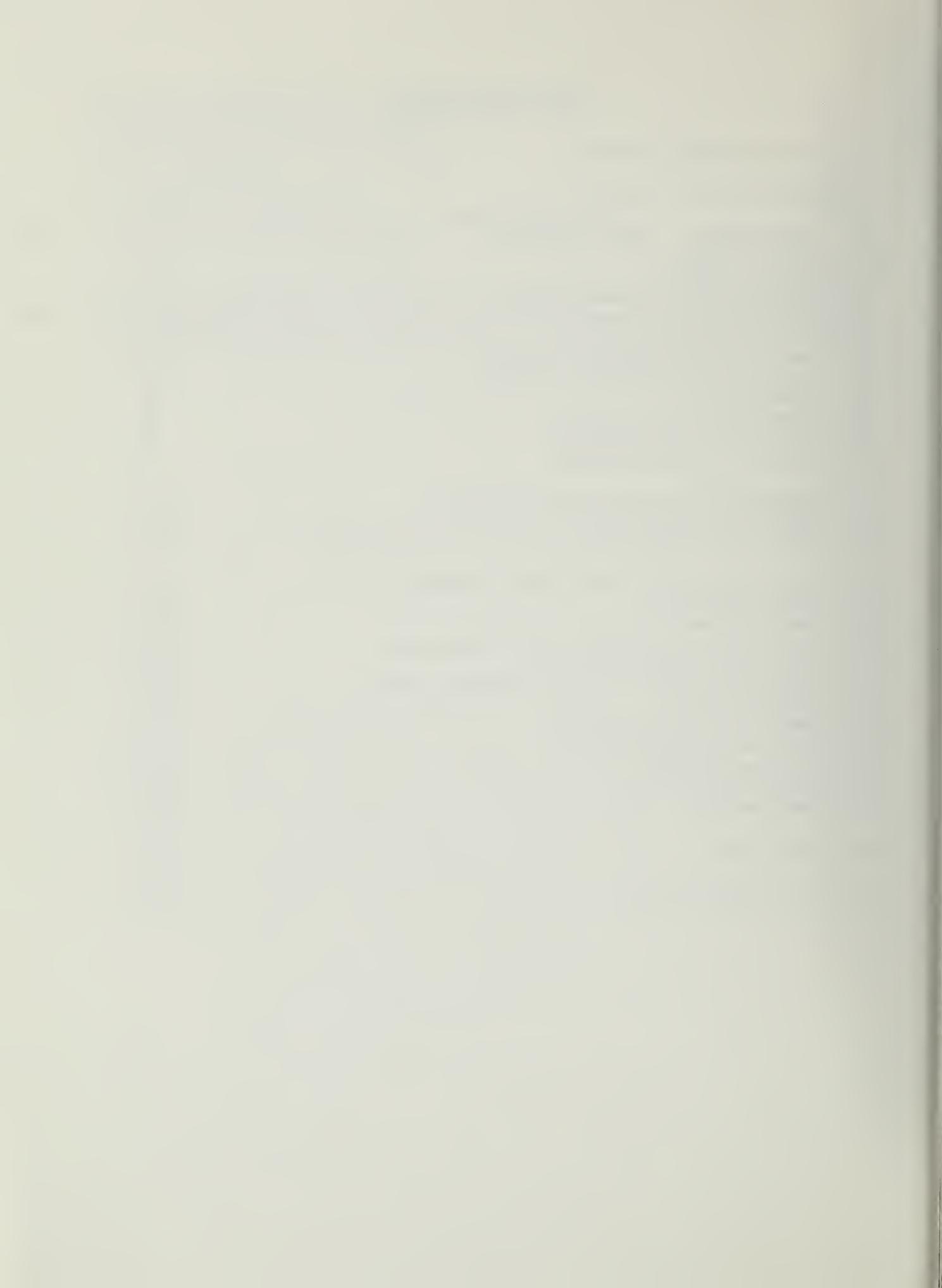
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1.0 INTRODUCTION

The Northern Waterfront forms a colorful patchwork of land uses. The harbor, with the commercial fishing fleet surrounded by the old-time fish restaurant, is faintly reminiscent of an Italian fishing village. Fish handlers housed in older, simple, low-rise buildings occupy Fish Alley, south of the outer lagoon. South of Jefferson Street, a stretch of eight city blocks extending east-west between Ghirardelli Square and Pier 39 predominantly serves the tourists with restaurants, galleries, commercial entertainment and shops. The architecture ranges from sensitive adaptations of historic factory buildings to plain, undistinguished, and even gaudy building styles. Equally diverse are the restaurants and shops, from fine eating establishments to fast food places, from retail outlets for Italian furniture and designer clothes to tourist shops selling trinkets and T-shirts. The hotels, all unassuming modern structures, are clustered together in two areas, one east of Columbus Street and another at the foot of Mason Street. There is an enclave of office buildings in the northeastern corner of the area along the Embarcadero. Apartment complexes built in the fifties and sixties line both sides of Beach Street while the main open spaces are located in the northwest corner around Aquatic Cove.

Some singular uses occur in the area. The National Maritime Museum maintains a fleet of historic ships at Hyde Street Pier and exhibits in the Art Deco building in Aquatic Park. The federally owned, now vacant Haslett Warehouse stands east of Victorian Park. The Longshoremen's Hall occupies a large site in the very center of the area. Further east are the Kirkland Bus Yard owned by the Municipal Railway and the vast storage sheds of Pier 45 at the foot of Taylor Street. There is public housing at the intersection of Francisco Street and Columbus Ave.

To a visitor walking through the area, the Northern Waterfront seems fascinating, burgeoning and successful, brimming with people and activity. It is, in fact, the most frequented tourist destination in Northern California. Yet a number of pressing problems face the Northern Waterfront today.

There is a strong perception that the area is losing its attraction because of physical deterioration and lack of an identity and unified image.

The fishing fleet urgently needs modern facilities such as those proposed for the Hyde Street Pier. New development is being envisioned for Pier 45 consisting of a large luxury hotel, a fishing institute, a festival hall, and open space. Since the hotel is intended to create the funding for the infrastructure of the fishing industry, these two projects are closely connected.

A host of transportation problems plague the area. Traffic congestion, parking shortage, pedestrian conflicts, imbalanced transit utilization and the lack of a clear signage program all need to be addressed.

There are economic problems. According to merchants, sales have gone down. It is unclear whether this is caused by a weakened economy or overcommercialization. The economic problems touch on a larger land use question: how far should the tourist-oriented area of Northern Waterfront be allowed to spread? Two new hotel proposals raise similar concerns. Since the hotels of the area are very successful, should this particular sector be allowed to grow? Or should only housing and neighborhood commercial uses be permitted? Land use questions also arise in view of pending development of the Haslett Warehouse, on the site of the Kirkland Bus Yard, and possibly on the blocks with the Longshoremen's Hall and the Northpoint Shopping Center blocks as well as various smaller parcels throughout the area.

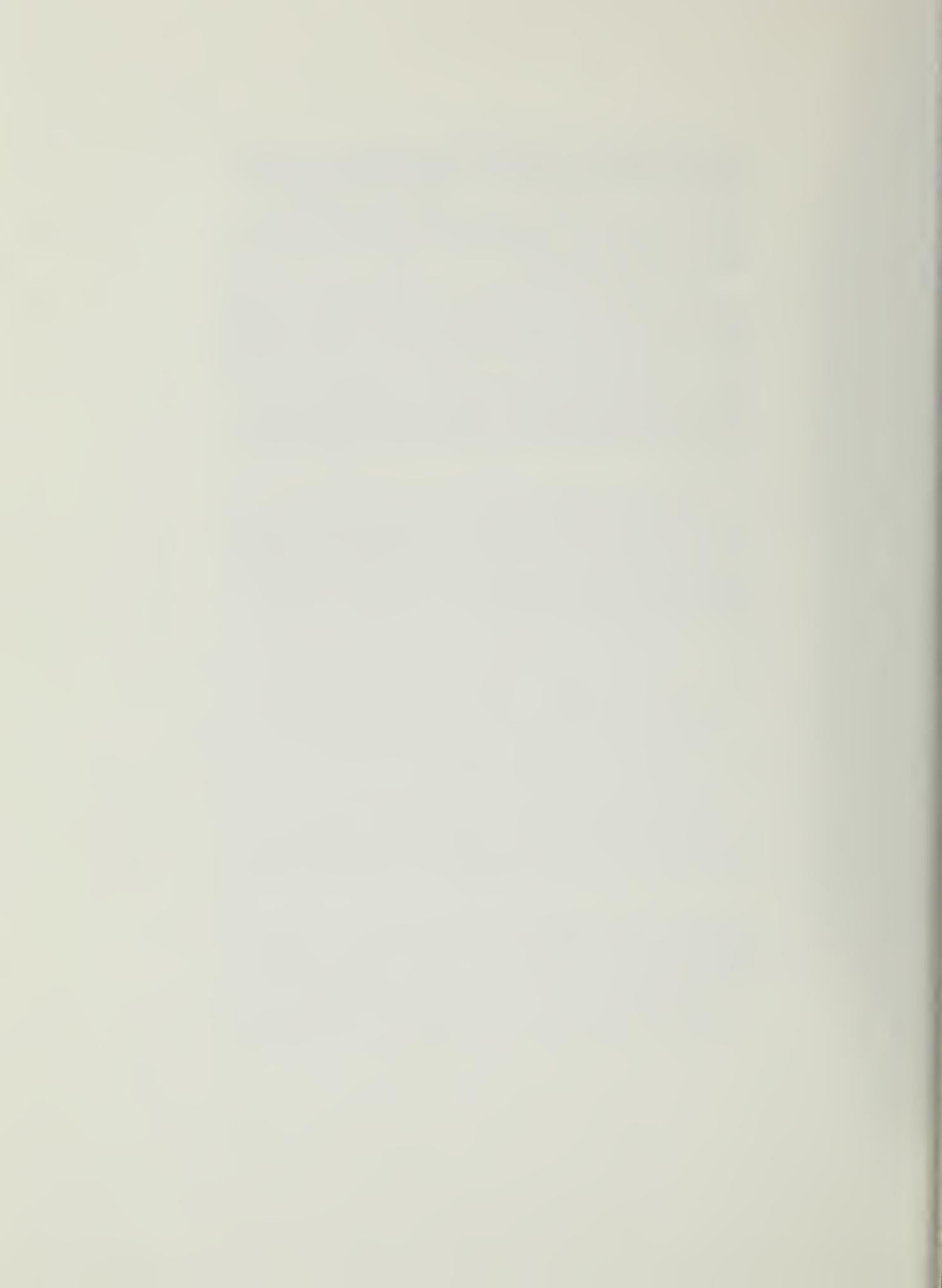
In response to these problems the Department of City Planning initiated a planning study in the fall of 1985. A task force representing various community groups was formed to advise the Department and monitor the study on an ongoing basis.

The study encompasses the traditional Fisherman's Wharf area and surrounding neighborhood. The study area includes the Northern Waterfront commercial (C-2) district and the residential districts containing North Beach Place and the North Point Apartment complexes, but excludes the neighborhood commercial districts and the residential

areas of Russian and Telegraph Hills. The area is bounded by Van Ness Avenue on the West, the Bay on the north, and Kearny Street on the east side. The southern boundary is formed by a line which more or less follows Northpoint Street between Van Ness and Columbus Avenue and a line which runs along or near Francisco Street between Columbus Avenue and Kearny Street.

This report contains the research findings from the Northern Waterfront area. Each of the nine chapters include a list of issues. Although it may not be ultimately possible to resolve every issue raised, the relative importance of each should be assessed in order to establish priorities. Opportunities and constraints are discussed in relation with the issues. The Findings Report will serve as background material on the basis of which new policies and zoning proposals will be developed.

Two reports sponsored by the hotel applicants have been prepared by outside consultants. One analyzes the lodging market in San Francisco. The other assesses transportation issues in the study area. Both reports are part of the base information. Their summaries are included in Appendices A and B at the end of this report.



2.0 HISTORY

2.1 INTRODUCTION

Few cities in modern times have had a history as varied and eventful as San Francisco. Because our compact city is surrounded on three sides by the Pacific Ocean and San Francisco Bay, the waterfront has played an important role in the City's industrial, commercial and recreational life from the beginning. This chapter focuses on the history of San Francisco's Northern Waterfront area, where many of these roles have been played out over time and where much of the City's cosmopolitan flavor originated.

For the purpose of this report, four basic eras in San Francisco's history have been identified: the Spanish - Mexican period (1775-1846), the Gold Rush (1848-1860), the Empire City of the West (1860-1920), and Modern Times (1920-present).

2.2 SPANISH-MEXICAN PERIOD

In the Spanish-Mexican period much of the Northern Waterfront area was under water (see Map 2-1). The original shoreline skirted the base of Telegraph and Russian Hills. Tonquin Point, located along present-day Hyde Street, separated the waterfront into two distinct areas, Black Point Cove to the west and North Beach to the east. The natural pass between Telegraph and Russian Hills, along what is now Columbus Avenue, linked this area to Yerba Buena Bay (present-day Portsmouth Square area), site of the earliest Hispanic settlement in the city. During this period there was very little development in this portion of San Francisco, other than a small Spanish battery at Point San Jose (later called Black Point, and even later, Fort Mason).

The first fishermen in the Northern Waterfront area were the Native Americans. The tribe which lived along this portion of the San Francisco shore was called the Costanoans, a peaceful group. Over the years they had developed a culture centered around fishing and the sea. They were skilled at navigating the rough Bay waters, fishing from boats made of tule reeds. Salmon was one of

the principal sources of food for the Costonoans, and pungent smoke from the drying racks permeated the air along the shore, forerunners of Fisherman's Wharf crab pots.

Although the Spaniards found San Francisco Bay in 1775, it was not until 1848 that the Northern Waterfront became settled by Europeans.

2.3 GOLD RUSH

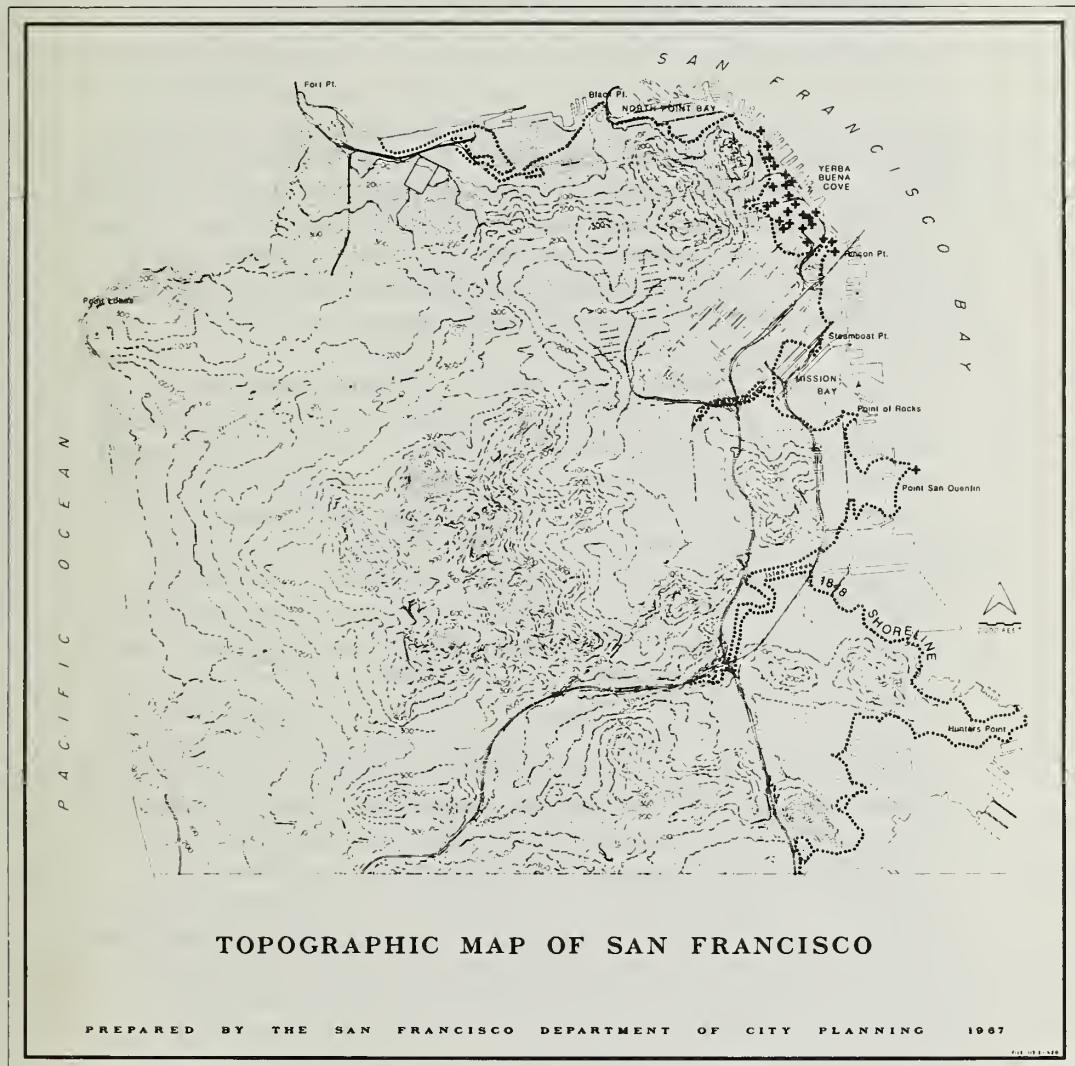
The Gold Rush of 1849 triggered a population growth greater than any other in the history of the Northern Waterfront area. Tens of thousands of gold-seekers passed through and were provisioned in San Francisco. Many settled in the Northern Waterfront adjacent to the Bay, where Stockton and Bay Streets intersect today. This area was a lively part of town, busy with sailors and those hoping to earn their fortunes in the goldfields.

Unlike Yerba Buena Bay, water depths around Meiggs' Wharf (built in 1853 near present-day Powell Street), were generally too shallow for shipping. Instead, industries that required a continuous supply of water but could not compete with maritime uses gravitated to the Northern Waterfront between Stockton and Hyde Streets.

2.4 EMPIRE CITY OF THE WEST

By 1865 commercial fishing had become an important industry and the area around Meiggs' Wharf became known as 'Fisherman's Wharf.' The increased use of the steam engine made fishing outside the Golden Gate more reliable, further intensifying activity on the burgeoning Wharf.

During the first period of San Francisco's fishing industry, the urgent need for docking facilities had justified the intensive building of piers. However, as the shoreline was pushed ever farther out into the bay, strong opposition developed. Shipowners protested that as the piers were extended, the vessels tied up to their ends were exposed to strong winds and tides. Many new landowners, who had



1848 SAN FRANCISCO SHORELINE

Map 2-1

purchased waterfront lots only to discover that as more of the tidelands were filled in their once-waterfront property was now some distance inland, also opposed extension of the piers. In 1861 a compromise was reached. The State Legislature passed a bill creating a Board of State Harbor Commissioners, entrusting it with the permanent control over the harbor installations of the City.

As San Francisco's fishing industry grew, fishermen sought new ways of expanding their catch. The experimental transplantation of Eastern oysters into San Francisco Bay proved popular, and for the next fifty years dozens of board fences enclosed oyster beds in many shallow areas around the Waterfront. The Italians and the Chinese established shrimp fishing in San Francisco Bay, with the Italian fisherman concentrating on the Northern Waterfront and the Chinese operating from fishing camps near Hunter's Point.

In 1890, the Great Seawall was built from China Basin to the foot of Taylor Street, thus completing the transformation of most of the Northern Waterfront from a series of coves and inlets into a smoothly curving shoreline. The building of the seawall ruined business at Meiggs' Wharf and changed the character of the Northern Waterfront forever. As Black Point Cove was filled in, non-maritime industries quickly settled in the filled area. These industries included lumber yards, warehouses and more manufacturing plants such as the Stouffer Chemical Works and San Francisco Gas Light Company. The Selby Lead and Smelting Company opened at the foot of Hyde Street. Nearby, the Pioneer Woolen Mills operated an extremely successful business and the city's first water pumping station was located here as well. Later, the Ghirardelli Chocolate Factory and the California Fruit Company and its cannery opened in this area. The fishermen, who were relocated to the foot of Union Street during the seawall's construction, returned in 1900 when the Board of State Harbor Commissioners set aside the present Fisherman's Wharf area for the use of all commercial fishermen of San Francisco.

Black Point Cove, which approximates the shape of Aquatic Park, was a sheltered cove with natural advantages for water-oriented activity as well as industry. The headland promontory protected this area from the powerful

incoming tides and westerly winds, and shallow waters made it a safe place to swim. Numerous aquatic clubs offered places where people could go for a swim. The mixture of industry and water-oriented sports in Black Point Cove produced a unique symbiotic relationship. Ghirardelli Chocolate Factory would discharge its heated waters into the chilly bay every afternoon thus transforming it into a warm pool highly desirable for swimming, boating and bathing.

The Northern Waterfront took its present form gradually. In 1917 a breakwater at the Hyde Street Pier was constructed and the Pier was widened in order to handle lumber. Pier 45, last and largest of the northern waterfront piers was constructed in 1924. The Hyde Street Pier was adapted for handling auto ferries in 1926 and continued to operate until completion of the Golden Gate Bridge. The completion in 1932 of the bulkhead and wharf on Jefferson Street provided berthing for boats along Jefferson Street.

2.5 MODERN TIMES

In the last 40 years San Francisco lost its dominant maritime position in the Bay Area. Many industries and activities which gave the Northern Waterfront its original flavor vanished. The Wharf turned from a bustling fishing port into a harbor of secondary importance.

In the 1930's, restaurants ventured into the Wharf area. The Exposition Fish Grotto was built in 1937. Soon after, the Booth Fish Packing House and Market and the Crab Boat Owner's Association Building were remodeled as restaurants. Attracted by the success of these first restaurants, others began squeezing into remodeled and expanded fish stalls. The wholesale fish dealers relocated north of Jefferson Street, adjacent to the Hyde Street Pier. The Wharf soon became a complex of restaurants, businesses, and industries centered around the presence of the fishing fleet.

In the 1960's, the old Ghirardelli Chocolate Factory was converted to a retail and restaurant center. It was one of the first mixed-use developments of its kind in the United States, widely acclaimed as an innovative solution to

the reuse of historic buildings. A few years later, the Cannery was adapted for reuse as another specialty center. These new centers created public oriented open spaces and activities along the waterfront, helping to make Fisherman's Wharf into a tourist attraction. The success of these developments generated additional tourist-oriented development along Jefferson Street as well as major new centers such as The Anchorage and Pier 39.

Fisherman's Wharf continues as a viable center for fish handling and distribution. Fish Alley, encompassing the two blocks north of Jefferson Street between Hyde and Jones Streets, is the center of this industry. At present, the annual landings of fish by sea average 20 million pounds. In addition, a great quantity of fish, possibly five to ten times as much, is brought in by truck, air, and rail.

Today, the Northern Waterfront as a center of California's commercial fishing industry and as a tourist attraction of national and international reputation, plays a vital economic role in San Francisco.

2.6 REFERENCES

The books listed below were used to compile this history.

Averbuch, Bernard, Crab Is King, Prentice - Hall, 1973.

Bolles, John S. and Ernest Born, Fisherman's Wharf, prepared for the San Francisco Port Authority, 1961.

Eldredge, Zoeth Skinner, The Beginnings of San Francisco, John C. Rankin Co, 1912.

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ROMA Architecture and Urban Design, Fisherman's Wharf Action Plan, prepared for the Port of San Francisco, 1981.

3.0 POPULATION

3.1 INTRODUCTION

Typical Northern Waterfront Area residents live in a neighborhood of some 2,300 people, a population which has declined by more than one percent per year between 1970 and 1980. The majority are white, but the proportion of this ethnic group is decreasing at double the rate of their black neighbors. The number of Hispanic residents is increasing. The residential turnover during the past 10 years has been high. The typical residents are renters, although they have witnessed a substantial increase in owner occupied units. While the number of housing units in the neighborhood has remained about the same over the last ten years, a considerable increase in one-person households has occurred. Now one in three people live alone, compared to one in five citywide. Families living in the eastern part of the neighborhood continue to make less money than an average family citywide. The opposite is true for the western part of the neighborhood. Singles living in the area were in 1970 and are today better off than their counterparts citywide. Residents of the neighborhood pay more for housing than the average San Francisco citizen. Residents increasingly have cars available to them but ever more choose to take public transit or walk to work.

In order to assemble a profile of the population in the Northern Waterfront Planning area, 1970 and 1980 census data were assembled at both the block level, and the larger tract level. While census blocks coincide with city blocks, the boundaries of the larger census tracts are defined by the U.S. Census Bureau. (See Map 3-1.) The planning area is included in census tracts 101 and 102. Most of the census blocks in tract 101 are part of the Northern

Waterfront area, but a considerable portion of tract 102 outside part of the planning area. Thus, it must be kept in mind that data presented for tract 102 are limited in their application to the Northern Waterfront area. However, the data provides information about the larger contextual framework within which the area exists.

There are fewer variables derived from census block data than from census tract data. The block-level variables discussed in the first part of this chapter are: Population totals, race data, number of people under the age of 18, number of housing units, number of owners and renters, and total number of one-person households. The tract-level variables discussed in the second part of this chapter include more complete population data, income characteristics, journey-to-work data, and housing characteristics.

3.2 BLOCK LEVEL FINDINGS

The population of San Francisco declined 5% from 1970 to 1980 (from 715,674 to 678,974 people). The Northern Waterfront study area population during that period declined at more than twice that rate, or 11% (from 2,587 to 2,307 people). The number of study area residents under 18, however, increased by 89% (from 227 to 431 people).

The 1970 race data was divided into two categories only: white and black, while 1980 race data included many more categories. Therefore, direct comparison of data is not possible. However, it can be determined that population decreases occurred in both the white and black populations. From 1970 to 1980, the black population declined 5% (from 293 to 278 people). For the rest of the population (categorized as "white/other") the population decline was 12% (from 2,294 to 2,028 people) constituting more than double the decline rate of the black population. In 1980 125 persons of Spanish origin accounted for 5% of the total population. 2)

The total number of occupied housing units increased by 1% (from 1,284 to 1,299). Also, there was a 15% increase in the number of owner-occupied units (from 176 in 1970 to 202 in 1980), while there was a 1% decline in the number of renter occupied units (from 1,108 in 1970 to 1,097 in 1980). As a result, the percentage of owner-occupied units to total units increased from 12 to about 15% - 1 in 8 - between 1970 and 1980.

The total number of one-person households increased by 19% (from 658 to 781). Thus, in 1980, 34% of the population in the planning area lived alone, while citywide, only 18% of the total population lived in one-person households.

3.3 TRACT - LEVEL FINDINGS

The following data reflects combined tract-level figures for census tracts 101 and 102 (See Map 3-1).

The total population declined by 7% (from 7,159 people in 1970 to 6,650 people in 1980). The white population decreased 12%, (from 6,029 to 5,327 people), while the black population remained stable. The largest increase, 23%, (from 817 people in 1970 to 1,007 people in 1980) occurred in the racial groups categorized as "other" (not white and not black).

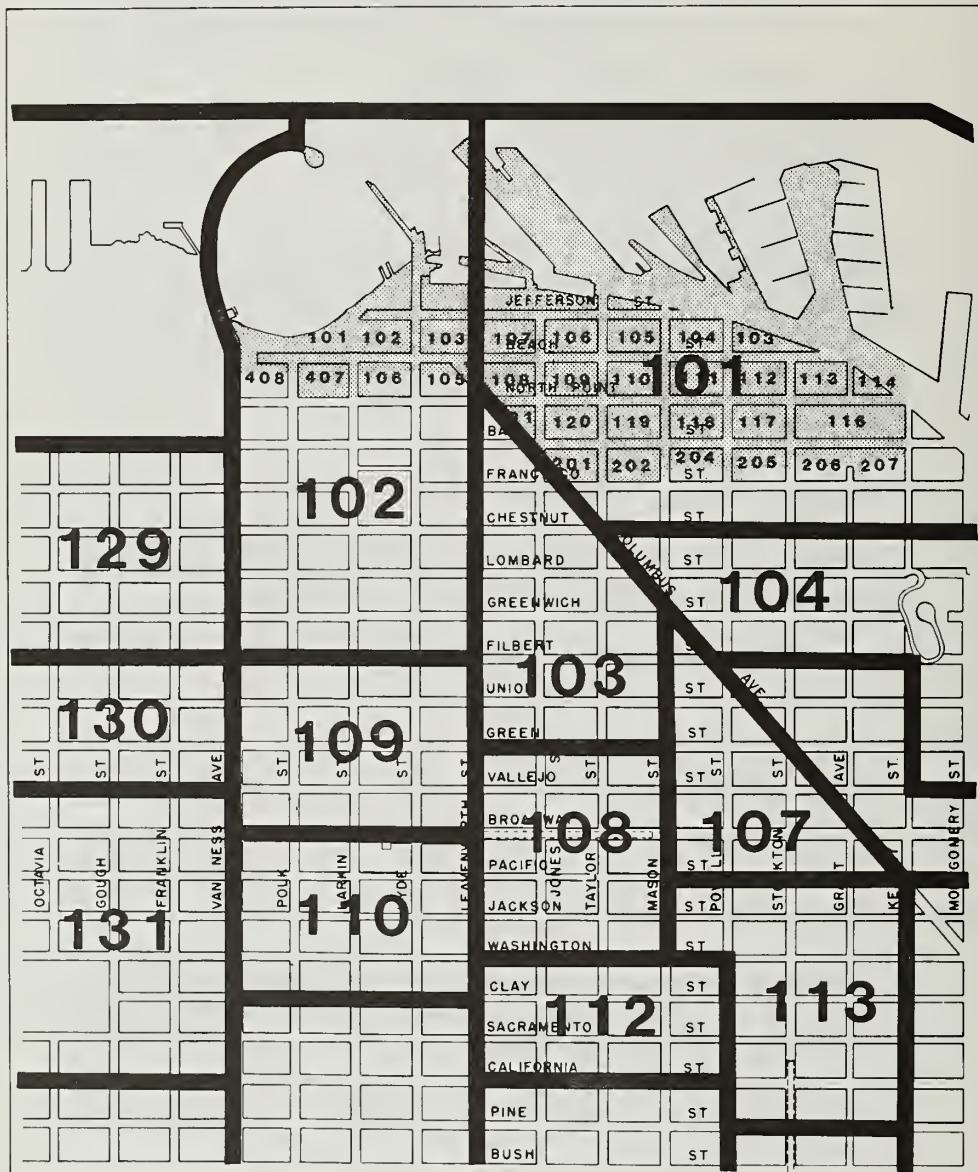
Median income for all families ³⁾ for tract 101 was lower than the citywide median in both 1970 and 1980, while median income for tract 102 was considerably higher than the citywide median for the two census periods.

FIGURE 3-1: MEDIAN INCOME, ALL FAMILIES ⁴⁾

	<u>1970</u>	<u>1980</u>
Citywide	\$10,503	\$20,911
Tract 101	\$7,147	\$14,306
Tract 102	\$17,899	\$32,915

This data shows that the incomes of the families residing in Tract 101 lower the median income for the planning area below the citywide median.

Median income for unrelated individuals for both tracts was higher than the citywide median, in 1970 and in 1980.



CENSUS TRACTS 101 AND 102

Map 3-1

FIGURE 3-2: MEDIAN INCOME, UNRELATED INDIVIDUALS 4)

	<u>1970</u>	<u>1980</u>
Citywide	\$4,283	\$8,814
Tract 101	\$8,556	\$15,323
Tract 102	\$6,844	\$14,013

While the number of workers remained constant between 1970 and 1980, at about 3,900, 5), and the number of vehicles available to people increased (from a minimum of 3,173 to a minimum of 3,433), the number of people driving to work, either alone or with others, declined by 13% (from 1,755 to 1,534). In addition, the number of people who walked to work increased by 40% (from 400 in 1970 to 662 in 1980), and the number of people who worked at home increased by 29% (from 135 to 174). This reflects a significant change in the commuting patterns of the workers in the census tracts: even though they had more cars available to them, they drove less, choosing other means of transportation for their journey to work, or working at home.

The number of persons per household was less than the citywide average for both census tracts, in 1970 and 1980. In addition, the number of persons per household declined, both citywide and in Tract 101, while it increased in Tract 102.

FIGURE 3-3: NUMBER OF PERSONS PER HOUSEHOLD

	<u>1970</u>	<u>1980</u>
Citywide	2.34	2.19
Tract 101	2.11	1.85
Tract 102	1.62	2.10

As was the case throughout the city, the total number of housing units increased in the two census tracts in which the study area is included (+5%, from 4,253 to 4,455). The number of occupied units also increased (+2%, from 4,007 to 4,104). While the ratio of owner-occupied to renter-occupied units increased in the blocks within the study area, it remained approximately the same, around 1:4, for the larger area covered by tracts 101 and 102 between 1970 and 1980. In both years 18% of total occupied units were owner-occupied (726 out of 4,007 total in 1970, 769 out of 4104 in 1980). The majority of the owners (46%) had moved into their units during the 1970's, while 31% moved in during the 1960's, and the remaining 23% before 1960. A large majority (82%) of renters had moved into their units during the 1970's. This last finding is indicative of a large turnover in rental units during the seventies.

From 1970 to 1980, the number of people living alone declined from 2,105 to 1,445. In 1970, 29% of the total population of the two census tracts lived alone; in 1980, 22% of the total population of the two census tracts lived alone. This decline in census tracts 101 and 102 is in opposition to the increase of people living alone in the census blocks actually within the study area boundaries.

In both 1970 and 1980, the median rent on a unit in the two census tracts was higher than the citywide median. In 1970 the citywide median rent was \$135.00; in the two tracts it was around \$175.00. In 1980 the citywide median rent was \$285.00; in the two tracts it was around \$350.00 6)

- 1) This data is for those blocks which are contained exclusively within the planning area.
- 2) The 1980 census defines "Spanish origin" as a non-racial category, noting that persons of Spanish origin may be of any race. The 1980 definition is based on self-identification by respondents, as opposed to the 1970 definition, which was based on surname and mother tongue.

- 3) "Family income differs from household income by excluding income received by household members not related to the householder, persons living alone, and others in nonfamily households. (Income of these unrelated persons along with income of persons living in noninstitutional group quarters is tabulated as income of unrelated individuals 15 years old and over)." SOURCE: 1980 Census Glossary, part B, page 15.
- 4) 1970 income figures shown in 1970 dollars; 1980 income figures shown in 1980 dollars.
- 5) This slight differentiation in the 1970 and 1980 "workers" category is not considered significant in comparing the data compiled for journey-to-work.
- 6) 1970 median rents expressed in 1970 dollars; 1980 median rents expressed in 1980 dollars.

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Averbuch, Bernard: Crab Is King, Prentice - Hall, 1973

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Eldredge, Zoeth Skinner: The Beginnings of San Francisco John C. Rankin Co, 1912

Lewis, Oscar: San Francisco: Mission To Metropolis Howell - North Books, 1966

ROMA Architecture and Urban Design Fisherman's Wharf Action Plan prepared for the Port of San Francisco, 1981

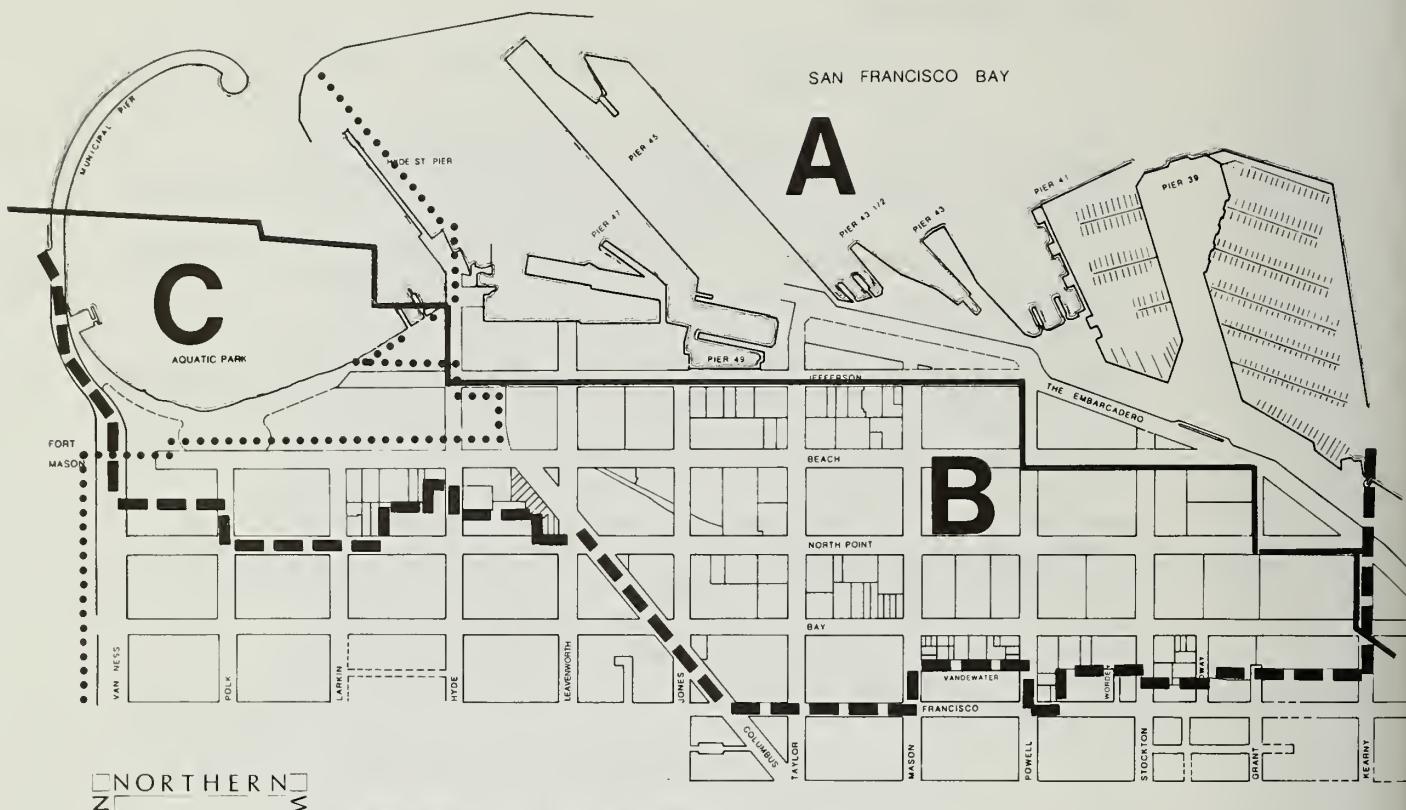
4.0 LAND USE

4.1 INTRODUCTION

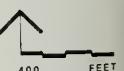
This chapter of the Northeastern Waterfront Study Findings Report presents a summary of the Land Use Inventory for the study area, its review and analysis. This chapter is divided into five sections. The Introduction provides a background of the study area. The next section, Plans and Studies describes the various plans for and studies of the Northern Waterfront study area that have been prepared over time. The third and fourth sections, Zoning and Land Use Characteristics, are the result of an extensive data gathering effort by the Department of City Planning (DCP). This information was collected from field inventory of the study area, from existing sources within the Department, and derived from other governmental agencies such as the Port. These sections and their sub-sections describe the Zoning under current Use, Height and Bulk Districts, Commercial Floor Area Ratio, and Land Use Characteristics. The last section on Issues, Opportunities and Constraints describe the strategies available to address the issues identified in this Land Use Chapter.

4.1.1 STUDY AREA BOUNDARIES

Map 1-1 in the Introduction shows the Northern Waterfront Study area in relation to the rest of San Francisco and its surrounding neighborhoods. The following Map 4-1 shows the total study area, boundaries of the two subareas, and agency jurisdictional boundaries. The total study area includes 38 City Assessor's Blocks (AB), eight of which are split blocks. Piers 49, 47, 45, 43 and 1/2, 43, 41, 39, the Hyde Street Pier and eight seawall lots (SWL 300, 301, 302, 303, 311, 312, 313) fronting The Embarcadero are under Port Jurisdiction. The southern boundary of these seawall lots divides the study area into two subareas; the northern subarea under Port Jurisdiction and the southern South of Jefferson Street subarea under the City's purview. The land use data and its presentation in this chapter reflect the two land areas. The total land area under study is approximately 149 gross acres. The South of Jefferson Street subarea encompasses about 85 gross acres while the Port Jurisdiction subarea covers 64 gross acres.



STUDY SUBAREAS AGENCY JURISDICTIONAL BOUNDARIES



A — Port Jurisdiction Line and Subarea

Map 4-1

B — South of Jefferson Street Subarea

C Golden Gate National Recreation Area
(GGNRA)

Figure 4-1: CHRONOLOGY OF PLANS AND STUDIES RELEVANT TO THE NORTHERN WATERFRONT STUDY AREA

<u>San Francisco Department of City Planning</u>	<u>Port of San Francisco</u>	<u>Bay Conservation and Development Commission</u>	<u>Golden Gate National Recreation Area</u>	<u>Other Groups</u>
1961-1965	A Plan for Fisherman's Wharf John S. Bolles Assoc. 1961			
1966-1970	Northern Waterfront Plan John S. Bolles Associates (Bolles Report) - 1968		San Francisco Bay Plan BCDC - 1968	
	Northern Waterfront Plan DCP - 1969			
1971-1975		Special Area Plan BCDC - 1975		
1976-1980	Northeastern Waterfront Plan, DCP - 1977	Maritime Strategy II Port of S.F. - 1979		General Management Plan, GGNRA-1980
1981-1985	EIR of Amendments to Comprehensive Plan Proposed by FWAP - DCP - 1983	Fisherman's Wharf Action Plan, Port of S.F. - 1981 (Amended 1985)		Fisherman's Wharf Study, Crain & Assoc. FWMA - 1983
			I-280 Transfer Concept Programs Caltrans, MTC, S.F. Chamber of Commerce - 1985	
1986				Fisherman's Wharf Community Plan Telegraph Hill Neighborhood Center - 1985
1987	Super 8 Hotel Clarion Hotel Draft EIR Publication Date Proposed mid-1987	Commercial Fishing BCDC - 1986	Haslett Warehouse Historic Structure Report - 1986 GGNRA	

4.2 PLANS AND STUDIES

Since the 1960's the Northern Waterfront has been the subject of many government and community sponsored planning studies. Figure 4-1 shows a chronology of plans and studies relevant to the Northern Waterfront study area.

Despite the wealth of planning policies already adopted for the area, there is a perception that these policies have either not been implemented properly or have failed to address the needs of the Northern Waterfront neighborhood and the business community. Therefore, the overall goal of the DCP Northern Waterfront Study is to not only determine the complement of land uses and intensities which are desirable to the people who reside in, do business in, and visit the area, but also to try to identify policies and strategies that will provide better opportunities for plan implementation.

4.2.1 SAN FRANCISCO CITY PLANNING DEPARTMENT PLANS

Northern Waterfront Plan - 1969

The Northern Waterfront Plan was adopted in June 1969 by the San Francisco Planning Commission as an Element of San Francisco's Master Plan. The plan is based in great measure upon a study of the northern waterfront produced by John S. Bolles Associates in 1968. The Bolles Report was the result of over two years of work by both design and economic consultants. The entire study was an informal joint undertaking by the Port Commission (then Port Authority) and the Planning Commission. The purpose of the study was to develop a plan which would provide guidelines for the development of surplus Port property as well as private land along the Northern Waterfront area.

The Northern Waterfront Plan in its Land Use Section presented proposals for retail and entertainment uses, hotels, offices, services, shipping, fishing, industry, open space, and housing. Land use proposals for the Fisherman's Wharf subarea were directly related to the accessibility of various districts within this subarea, and the plan emphasized pedestrian-oriented uses rather than auto-oriented activities. Specific proposals for the subarea called for expansion of the historic character and use pattern

represented by Ghirardelli Square, The Cannery, the Haslett Warehouse, the Maritime Museum and the Hyde Street Pier ship museum; expansion of the fishing boat basin and relocation of fish processing to a central pier in the expanded basin, elimination of industries not related to the fishing fleet and fishing activities; expansion of retail and entertainment uses and housing onto Pier 45; and development of commercial recreation uses on Piers 43 and 43 1/2.

Northeastern Waterfront Plan – 1977

The Northeastern Waterfront Plan was adopted as part of the San Francisco Master Plan in January 1977 and superseded the 1969 Northern Waterfront Plan. Objectives and policies were designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

The general land use policies call for accommodating, where appropriate, additional activities which will strengthen the predominant economic functions of the area; diversifying activities to encourage use by a broad spectrum of the population; giving priority to maritime activities; encouraging land uses having different peak periods of activity to contribute to the area's diversity, and encouraging the development of additional housing where feasible, consistent with maximum maritime development. In addition, general commercial land use policies provide for encouraging service retail uses in combination with other uses; limiting general and specialty retail uses in combination with other uses to that which will not significantly detract from the Downtown Retail District; and permitting additional hotel space in locations which would enhance the mixture of uses. Policy 4 under the Objective for Commerce states that in areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

Policies relating specifically to the Fisherman's Wharf Area encourage the retention and expansion of commercial fishing and fish handling industry and related incidental activities on the Hyde Street Pier, along Fish Alley and Pier 45. The policies specifically prohibit commercial office (not related

to the fishing industry), hotel, and residential uses on Pier 45. (The Fisherman's Wharf Action Plan [FWAP] in 1985 resulted in the amendment of the policies related to Pier 45. See section on FWAP.) They encourage development of water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 39 and 41 waterfront area. The policies limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion.

Overall, they call for maintaining and enhancing the maritime character of the Fisherman's Wharf area, enhancing the area as a center for the commercial fishing industry, strengthening the area's attraction as a water-oriented commercial recreation center and developing uses which would generate activity at times other than the existing peak periods.

4.2.2. BAY CONSERVATION AND DEVELOPMENT COMMISSION PLANS AND STUDIES

In 1965, the San Francisco Bay Conservation and Development Commission (BCDC) was created by the McAteer-Petris Act. That act mandated that BCDC study the Bay and submit its results to the California Legislature. The result was the San Francisco Bay Plan.

The San Francisco Bay Plan

This plan was adopted by BCDC in 1968 and published in January 1969. It was amended in July 1979. In general, the San Francisco Bay Plan is concerned with the seismic safety of fill lands, public access to the Bay via the waterfront, the effects of filling mudflats, air quality, and weather modification. The plan further states that the remaining water volume and surface area of the Bay should be maintained to the greatest extent feasible; filling and diking should be permitted only for purposes providing substantial public benefits and only if there is no reasonable alternative.

The San Francisco Special Area Plan

The San Francisco Special Area Plan was adopted by BCDC as an amendment to the San Francisco Bay Plan in April 1975. Under BCDC regulations (Sections 10820, 10821 and 10822), the Special Area Plan serves as a guide to public agencies and private parties concerning likely issuance of BCDC permits by showing what filling, dredging or changes in use appear to be consistent with the McAteer-Petris Act and the Bay Plan. The Special Area Plan, together with the McAteer-Petris Act and the Bay Plan, prescribes a set of rules for both maritime and non-maritime shoreline development along the San Francisco waterfront. DCP and the Port participated in its preparation with the objective that the Plans of all three agencies would be consistent.

The Special Area Plan contains numerous policies relating primarily to permitted uses and their conditions on pier areas, as well as to public access and open space. On new piers, the Plan allows for development of hotels, shops, restaurants, marinas, amusements, as well as maritime and public recreation uses in a variety of configurations and intensities. The Plan also contains recommendations to other agencies, principally the City Planning Commission and the Port of San Francisco.

Specific recommendations for the Fisherman's Wharf subarea outlines permitted uses on new or replacement fill as follows:

Hyde Street Pier -- fish processing, limited Bay-oriented commercial recreation compatible with primary use as maritime historical park, maritime;

Fish Alley -- commercial fishing, maritime;

Pier 45 -- private boat slips, maximum public access, residential development, neighborhood commercial, hotel, office space and general retail commercial;

Piers 43 and 43 1/2 -- tow boats, ferries, public access to bay, no parking;

Piers 37, 39 and 41 -- public recreation (marina), complementary Bay-oriented commercial recreation, open space-public access.

Commercial Fishing

The BCDC's "Staff Report on Commercial Fishing" was published in May 1986. This report reviews the future of commercial fishing, shellfishing and mariculture in the Bay and includes findings and recommended policies that should be added to the earlier San Francisco Bay Plan. Its policy statement with respect to Fisherman's Wharf is to protect existing commercial fishing area from intrusion by other uses, improve and expand fishing support facilities, and enhance public access to and economic value of Fisherman's Wharf area by adding a public fish market.

4.2.3. PORT OF SAN FRANCISCO PLANS AND STUDIES

Maritime Strategy II

Maritime Strategy II establishes the Port's maritime and commercial land use objectives and was prepared by the Port Commission staff in 1979. In general, Maritime Strategy II states that the main goal of the Port Commission is to optimize the development of the northeastern waterfront for uses compatible with BCDC's Special Area Plan and DCP's Northern Waterfront Plan. At the same time, Port development should maintain a proper balance of maritime, non-maritime, and public uses.

Fisherman's Wharf Action Plan

In 1981, the Port of San Francisco published the Fisherman's Wharf Action Plan. (FWAP) which was based upon a review of plans and programs adopted by the City, BCDC and GGNRA. Its main objectives were to maintain and enhance Fisherman's Wharf as a center for the commercial fishing industry and to maintain its authentic maritime character. In addition, it proposed to improve the overall economic condition and environmental quality of the wharf and to enhance its attractiveness for residents as well as tourists. Resolution # 85-81 adopted by the San Francisco Port Commission in 1985 changes the FWAP and calls for developing Pier 45 as a mixed-use predominantly hotel complex.

Fisherman's Wharf Infrastructure Planning

This report, published in July 1986, was sponsored by the Port of San Francisco. This report was prepared for use in the planning of the new fishing facilities in the Pier 45/Hyde Street Pier project. It recommends specific infrastructure improvements to meet the needs of the commercial fishing, fresh fish handling and charter sportfishing industries uses of these two piers.

4.2.4 GOLDEN GATE NATIONAL RECREATION AREA PLANS

General Management Plan

The purpose of this plan, adopted in September 1980, is to establish management objection and implementation guidelines covering park lands managed by the National Park Service. This plan includes Aquatic Park, which is to be maintained for recreational use, and states that management practices will be directed at preserving the basic integrity of the park's setting as well as specific structures within the park. Proposal development plans will affect facilities by relocating, removing or adapting them for new uses. Overall, the plan calls for Aquatic Park to continue and make more prominent its role in San Francisco's maritime history and to continue as a primary activity area for water recreation.

4.2.5 OTHER PLANS AND STUDIES

Fisherman's Wharf Community Plan

This Fisherman's Wharf Community Plan was initiated by several community organizations including the Telegraph Hill Neighborhood Center, the Fisherman's Wharf Merchants Association, and the Council of Community Housing Organizations. It was prepared by Peter Grenell and Associates and Asia Neighborhood Design in 1985. The community plan sought to update all previous plans adopted by the City, the Port, BCDC and GGNRA and address issues not included in these plans. The community Plan focuses on the heart of the active commercial fishing portion of the Wharf area including the Hyde Street Pier with its historic ship anchorage and nearby maritime museum building, the harbor area including Piers J-7 and 47-A, Fish Alley

extending from Hyde Street Pier eastward to Jones Street including Seawall Lots 302 and 303, the adjacent historic Haslett Warehouse, and the 11 acre Pier 45; plus the North Beach Place public housing project.

Specific land use recommendations include the following site-specific uses:

Pier 45--hotel, fisheries/marine research institute, festival hall, commercial fishing industry support facilities including berthing, marine-related offices;

Hyde Street Pier--commercial fishing activities, historic ships, public access;

Fish Alley--fish-handling and distribution, fish market;

Haslett Warehouse--maritime museum;

Maritime Museum Building--community and elderly center;

North Beach Place Project--residential (rehabilitation of existing units);

Kirkland Bus Yard--a mixed use development for hotel and low/moderate income housing.

I-280 Transfer Concept Program EIR

This Environmental Impact Report (EIR) was prepared in 1985 by the California Department of Transportation (Caltrans), the City and County of San Francisco and the Metropolitan Transportation Commission (MTC). It studied six alternative transportation improvements for the Embarcadero corridor, a significant transportation corridor which provides access to Downtown, the Waterfront, Fisherman's Wharf and other major areas of San Francisco. With respect to land use, its objectives are to create a scenic waterfront boulevard along the Embarcadero, enhance views of and public access to the Bay and strengthen viability of existing uses and maintain and enhance development opportunities in conformance with adopted policies. Specific changes in the Fisherman's Wharf might involve changes in the bus line and street alignments to accommodate improvements.

Fisherman's Wharf Transportation Study

This report was prepared for the Fisherman's Wharf Merchants Association (FWMA) in 1983 and discusses the various transport problems within and approaching the Fisherman's Wharf area.

4.2.6 SUMMARY OF MAJOR RELEVANT PLANS AND STUDIES

The three major plans that significantly impact the Northern Waterfront study area are the DCP's Northeastern Waterfront Plan (1977), BCDC's Special Area Plan (1975) and the Port's Fisherman's Wharf Action Plan (FWAP) (1981). Each lists policies and objectives that outline land uses for specific parcels in the Fisherman's Wharf area. Their recommendations concentrate primarily on the area under Port jurisdiction which contains the piers and seawall lots north of Jefferson Street and along the Embarcadero. None of the plans addresses the area south of Jefferson Street in other than a very general way.

The Port's FWAP, the last of the three plans completed, proposed amendments to the Northeastern Waterfront Plan. An Environmental Impact Report done by the DCP in 1983 on "Amendments to the Comprehensive Plan Proposed by the Fisherman's Wharf Action Plan" concludes the following:

Most policies in FWAP conform with adopted policies and objectives of the NEWP and other elements of the Comprehensive Plan as well as with the Bay Conservation and Development Commission Special Area Plan 1, which includes Fisherman's Wharf. The conforming policies include extension of the Hyde St. Pier, preservation of the commercial fishing industry at Fisherman's Wharf, and creation of guidelines to preserve and improve public access, views and visual quality of the area.

The major policy change recommended and adopted by the FWAP involves the use of Pier 45. It recommended a mixed use, predominantly residential development on Pier 45 and would allow housing, hotel, parking, office, convenience retail, institutional, public display and public access use of Pier 45. The State Lands Commission ruled that residential uses were not a permitted use on Pier 45 and current proposals suggest a mixed-use project for Pier 45.

4.3 ZONING

4.3.1 USE DISTRICTS

The Northern Waterfront study area is mostly zoned Community Business (C-2). There are five areas zoned Public (P)(see Map 4-2), one in the northwestern end and four in the eastern end of the study area. There are two pockets of Residential (RM-3) near the southern boundary.

Community Business districts provide convenience goods and services to residential areas of the city for both outlying areas and closer, more densely built communities. The C-2 districts also allow comparison shopping goods and services on a general or specialized basis. The extent of these districts vary from small clusters of storefronts to larger concentrated areas which include shopping complexes. The character and intensity are intended to be consistent with the character of other uses in the adjacent areas (Section 210.2 of the Planning Code).

The other zoning districts in the study area, P and RM-3, occupy small areas in comparison to the C-2 district. Public districts are designed to accommodate municipal and institutional uses such as those in the study area: Kirkland Bus Yard and the North Point Treatment Plant or for open space and public access to the waterfront such as Aquatic Park (under GGNRA's jurisdiction) and the landscaped areas along The Embarcadero in front of Piers 39 and 41. (See Chapter 8 for more discussion of open spaces in the study area.) The Residential Mixed, Medium Density Districts (RM-3) are intended to allow for residential structures with a medium density of usually one dwelling unit for each 400 square feet of lot area.

Aside from the above-mentioned zoning districts, the Northern Waterfront has two Special Use Districts (SUD) Nos. 1 and 2 (see Map 4-3) which overlay the C-2 zoning designation for the area and provide another layer of controls. SUD No. 1 covers the Port of San Francisco's property while most of the rest of the study area falls under SUD No. 2. These districts along with a third SUD for the Northeastern Waterfront were approved by the Board of Supervisors in 1978 in order to protect the distinct Northern

Waterfront maritime character from adverse adjacent development, to implement the policies of the Northeastern Waterfront Plan, and preserve the Waterfront for maritime activity and public access (Planning Code, Sec. 240).

Northern Waterfront SUD No. 1 specifically allows water-borne commerce and navigation, industrial, and maritime-related uses as principal uses; all other uses permitted under C-2 zoning require special permission from the Planning Commission through Conditional Use (CU) permits. Criteria for approval of CU permits include the following: water coverage in the Northern Waterfront area cannot exceed the degree of coverage by existing piers; view corridors and panoramic views of the Bay shall be maintained in accordance with the Master Plan; and development should generally take place on piers or platforms rather than on new land-fill.

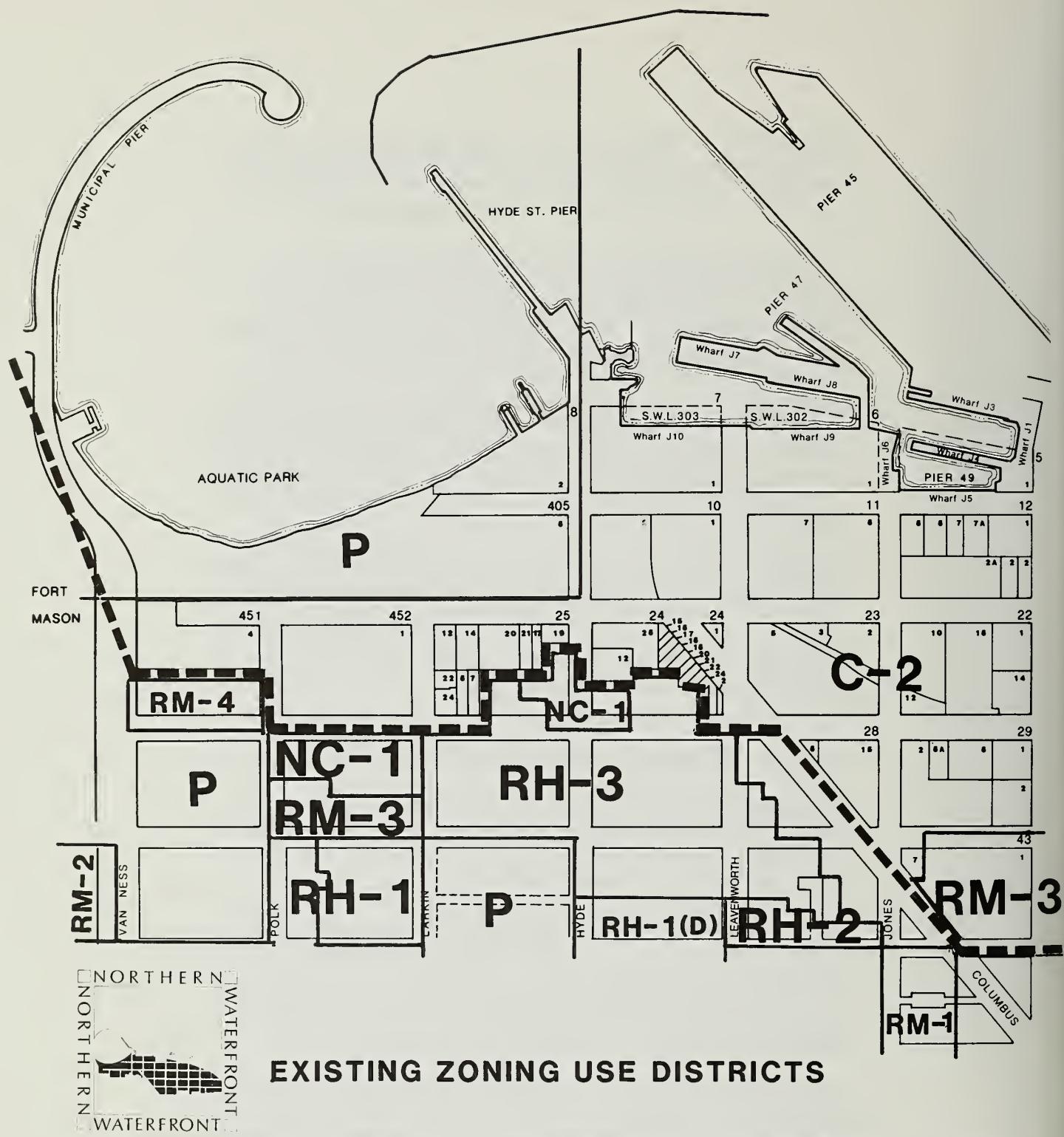
Northern Waterfront SUD No. 2 permits all maritime-related and support activities as principal uses except in Residential zoning districts such as the RM-3 district. Specifically, C-2 uses such as hotels/motels, gas stations and parking lots with more than 10 spaces require CU permits. The basic Floor Area Ratio (FAR) for both SUD is 5:1.

4.3.2 EXISTING HEIGHT AND BULK DISTRICTS

The entire study area has a forty-foot height limit with no bulk restrictions or set-back requirements except for the two areas in front of Piers 39 and 41 (see Map, 4-4). These two are zoned O.S. for open space.

The 40 foot height limit was set in 1963, in response to public concern over the construction of the Fontana Towers at the foot of Van Ness Avenue. This height limit has preserved views of the Bay and the Golden Gate Bridge from Russian, Nob, and Telegraph Hills by not allowing a wall of highrise buildings to be built along the waterfront.

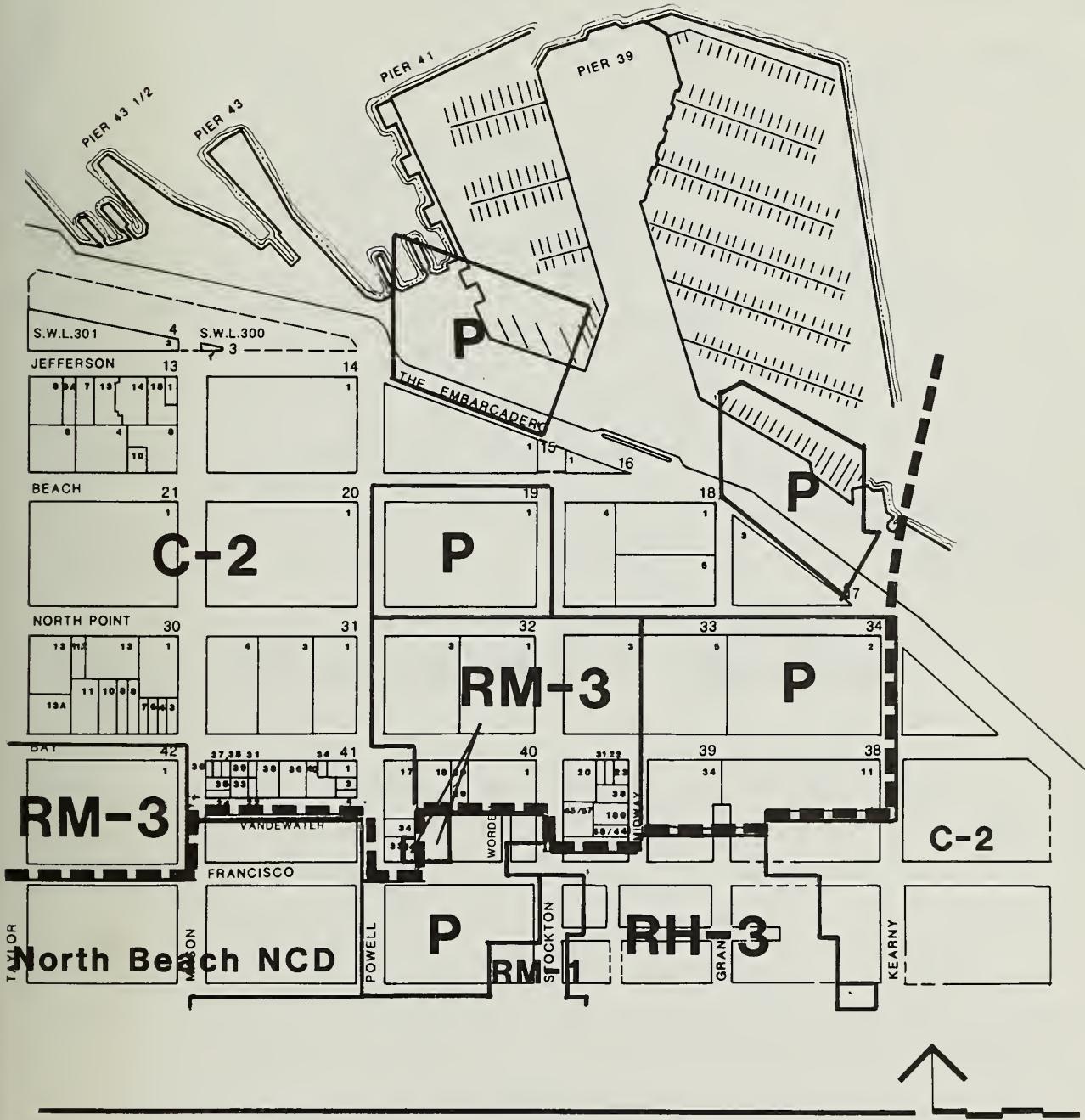
The total study area contains about 201 buildings. As shown in Figure 4-2 and Map 4-5, the South of Jefferson St. subarea is comprised of mostly one- to four-story buildings. This subarea contains almost as many two-story structures as four-story, or 40 and 42 structures respectively. The shopping complexes are mostly three- and four-story



EXISTING ZONING USE DISTRICTS

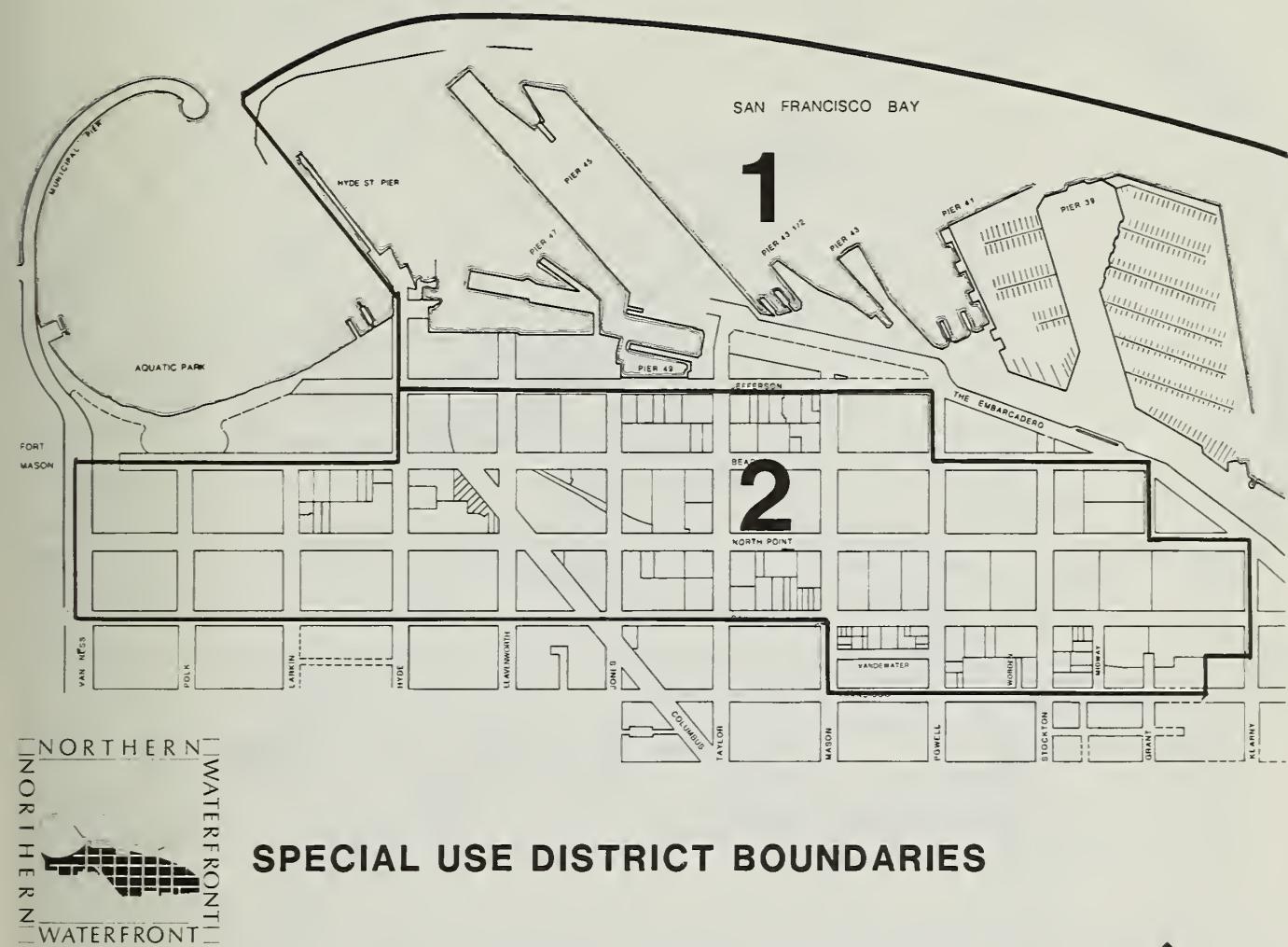
**C-2 COMMERCIAL BUSINESS
NC-1 NEIGHBORHOOD COMMERCIAL
CLUSTER*
P PUBLIC
RC-4 RES. COMM. DIST., HIGH DENSITY
RH-1(D) RES., HOUSE DIST.,
ONE-FAMILY (DETACHED DWELLING)
NORTH BEACH NCD - NORTH BEACH
NEIGHBORHOOD COMMERCIAL DISTRICT***

SAN FRANCISCO BAY



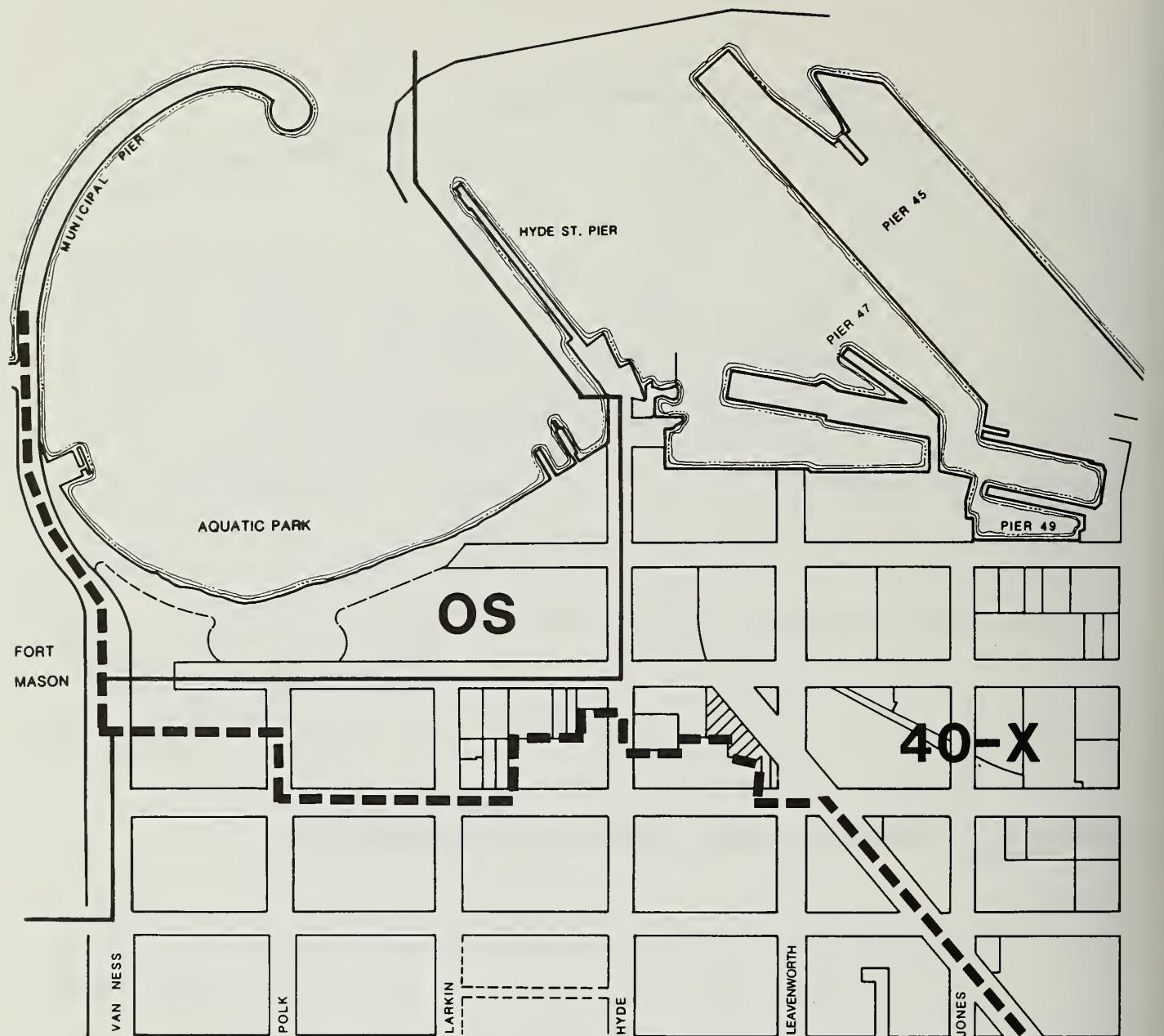
RH-2 RES. HOUSE DIST., TWO-FAMILY
 RH-3 RES. HOUSE DIST., THREE FAMILY
 RM-1 RES. MIXED, LOW DENSITY
 RM-2 RES. MIXED, MODERATE DENSITY
 RM-3 RES. MIXED, MEDIUM DENSITY
 RM-4 RES. MIXED, HIGH DENSITY

* PROPOSED ZONING



SPECIAL USE DISTRICT BOUNDARIES

Map 4-3



EXISTING HEIGHT AND BULK DISTRICTS



40-X.
OS

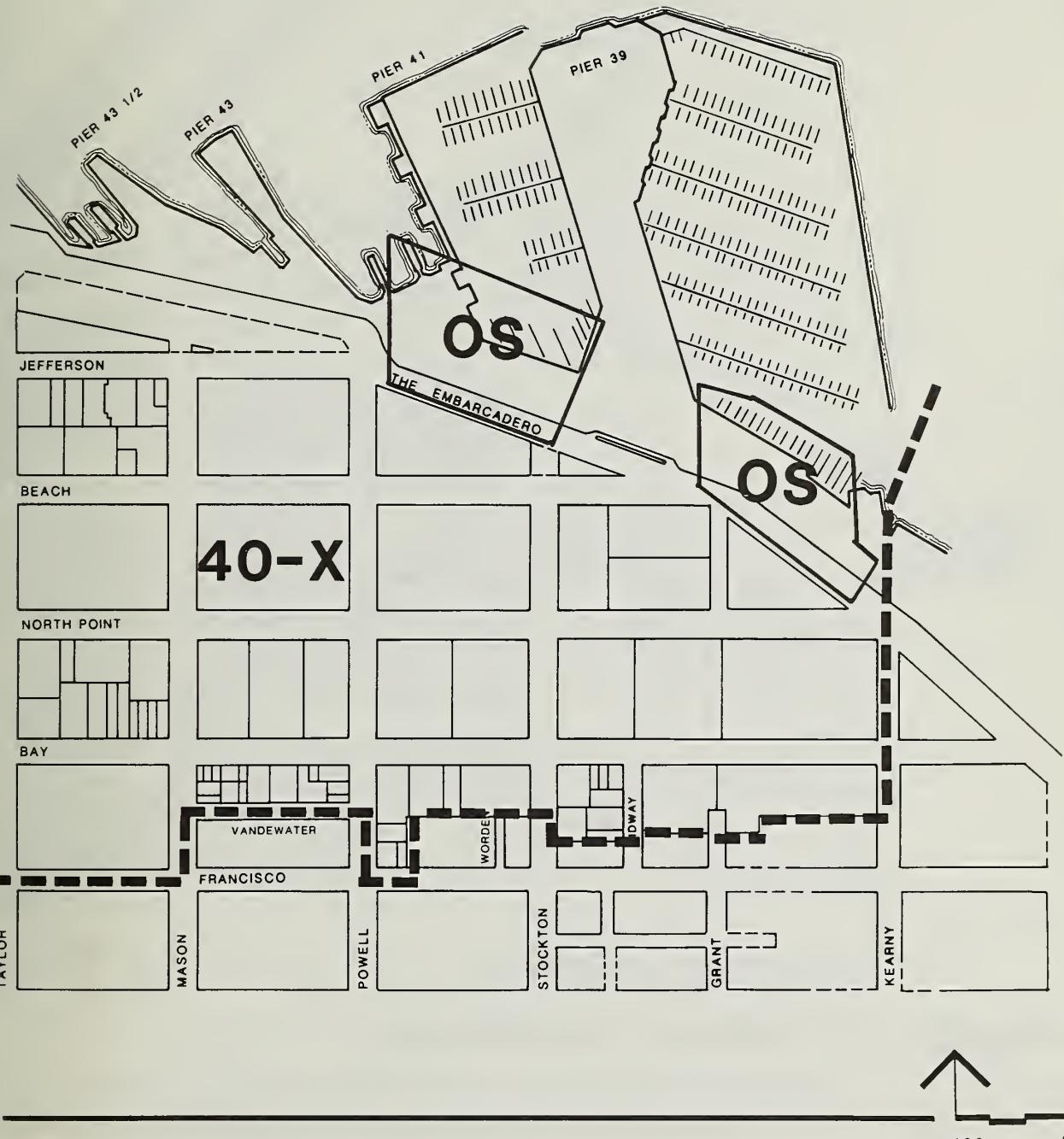
Forty -Foot Limit/No Bulk Restrictions

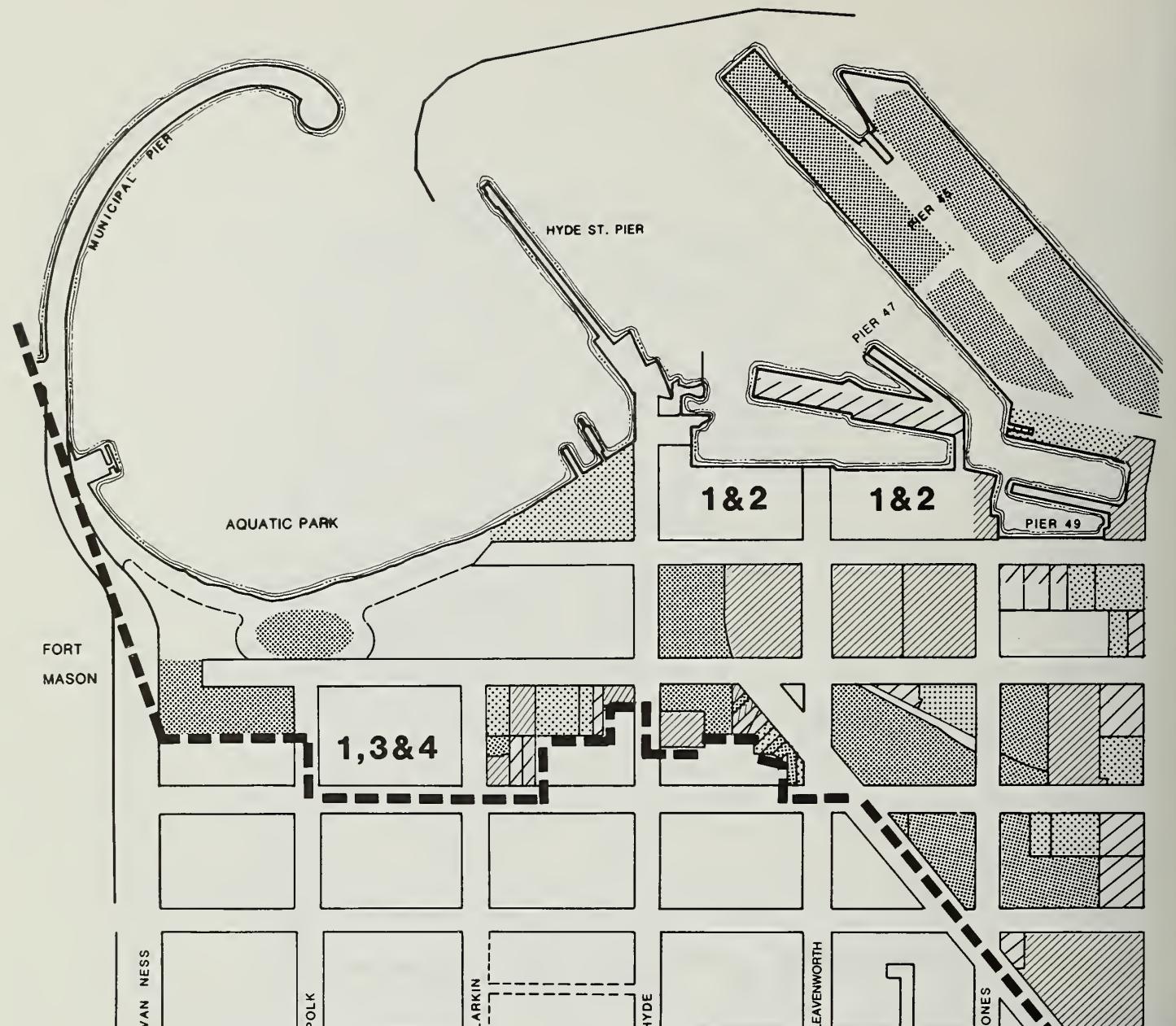
Open Space District



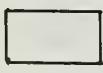
Study Area Boundary Line

SAN FRANCISCO BAY

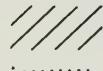




EXISTING HEIGHTS (IN NUMBER OF STORIES)



0 Building Coverage



1 Story



2 Stories



3 Stories

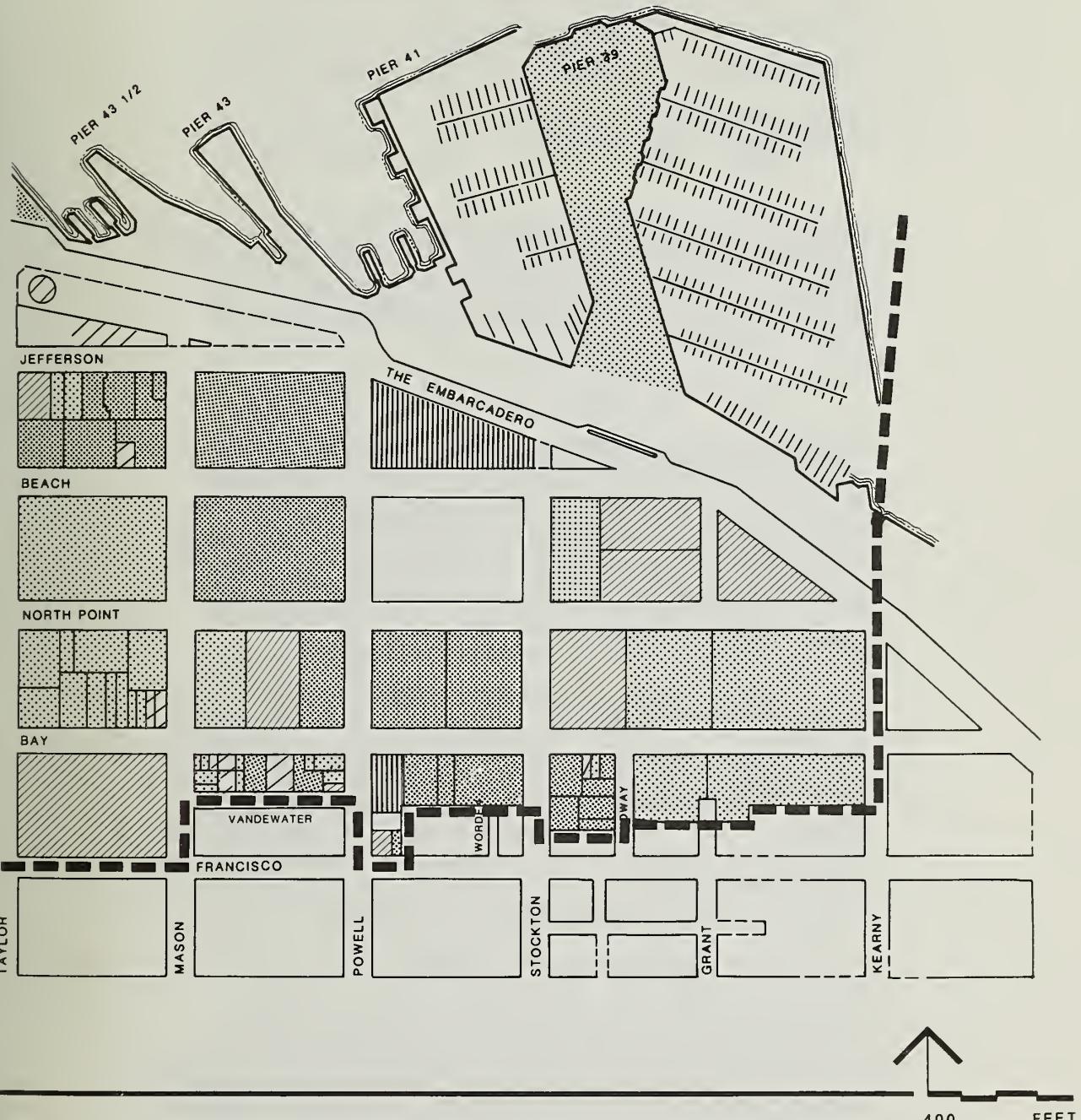


4 Stories



5 Stories

SAN FRANCISCO BAY



Map 4-5

Figure 4-2 : ACTUAL STORIES OF BUILDINGS

# of Buildings	Number of Stories				
	1-Story	2-Story	3-Story	4-Story	5-Story
S. Jeff. St.	35	40	24	42	
Port Subarea	23	29	3	4	1
TOTAL	58	69	27	46	1

SOURCE: The Northern Waterfront Land Use Inventory, S.F. Department of City Planning, 1985-86. This table does not include the Fontana Towers, which are outside the study area, nor the 96-foot high Ghirardelli Square Tower, an historic landmark.

buildings while the buildings along the waterfront in the Port Jurisdiction subarea are mostly one- to two-stories high. Pier 39 has 17 two-story buildings which accounts for the greater number of two- than one-story structures along the waterfront. Pier 45 has four sheds which are up to 40 feet high at their peak or approximately four stories but taper down to approximately 20 feet high or two stories at the edges.

Most of the three- and four-story buildings in the South of Jefferson Street subarea are built out to lot lines, in many cases without setbacks. These structures are larger in scale than the one- and two-story structures in the study area as a whole. Only four three- and four-story structures in this subarea are set back from the lot lines. The large scale and number (42) of four-story buildings in the South of Jefferson Street subarea gives one the impression that the majority of the land is covered by structures of this height and bulk.

4.3.3 Commercial Floor Area Ratios

Floor Area Ratio (FAR) is a means of controlling the maximum amount of development or building area allowed per lot. FAR identifies the ratio of the building area allowed (measured in square feet of occupied floor area) in relation to the lot area. One FAR would allow a one-story building to be built with full lot coverage. A two-story building on one-half of the lot or a five-story building on one-fifth of the lot area would both constitute a FAR of 1:1. The

maximum FAR in the Northern Waterfront Study area is 5:1, as allowed by Special Use Districts No.1 and 2; meaning a building could contain a total floor area measuring five times its lot area. Residential zoning does not have FAR controls. The FAR is not a real constraint on development in the study area since the 40-feet height limit is the overriding control on development./1/

The Assessor's Blocks in the Northern Waterfront study area generally comprise of one or two large lots, although a few blocks are subdivided into many small lots. The study area encompasses 134 lots. Rather than use the average lot size as a descriptive figure of the entire area, the range of lot sizes provides a more accurate picture. There are about eight blocks in the South Jefferson Street subarea with lots ranging from 1,200 to about 15,000 sq. ft. which accommodate small retail buildings and residential flats. The remaining 20 blocks contain one to three large lots, ranging in size from about 20,000 to 50,000 sq. ft. The shopping complexes, composed of several buildings, cover entire blocks or about 115,000 sq. ft. Ghirardelli Square consists of 14 individual buildings totaling 113,465 whereas The Cannery is made up of 6 individual buildings totaling 86,050 sq. ft. There are several built projects in the study area which have merged several small lots into one large development.

In the Port subarea there are 7 piers and 6 shoreline blocks. The piers range in size from Pier 47 with 7,200 sq. ft. up to 480,118 sq. ft. at Pier 45. Pier 39 totals 130,000 sq. ft. The 6 seawall lots range from 2,241 to 67,000 sq. ft., although most are 55,000 sq. ft.

/1/ The Floor Area ratios in this sub-section are all approximations. The lengths and widths of each lot were multiplied for the total lot area. The square footage of the building as it sits on the ground -- the building "footprint" -- was first calculated. The footprint was then multiplied by the buildings number of stories which gave a building gross square footage figure; this number, divided by the total lot area, produced an approximate FAR for any given lot.

South of Jefferson Street Subarea: FAR

The overall coverage of lots in the South of Jefferson Street subarea averages a 2:1 FAR. The majority of the floor space in this area is divided between office, retail, restaurants, and entertainment uses, with the two most prevalent spaces being commercial and office space.

Out of the sixty-seven establishments used to calculate the FAR for the South of Jefferson St. subarea, only four establishments approached the allowable FAR of 5:1 with an FAR of 4:1. A number of establishments fall in between 3:1 and 4:1, though most were closer to 3:1.

When considering development potential under existing zoning controls (FAR of 5:1) the area's actual FAR must be reviewed. If a building's FAR is 1:1, then it has a development potential of 4:1 on its lot. The difference between the actual FAR and the allowed FAR is the amount of space available for development. It must be noted that accessory parking space does not count against the FAR. A greater FAR could be calculated such as a building with four stories above the ground floor and one underground basement for parking which could create an FAR of 5:1.

Out of all property in the South of Jefferson St. subarea, most buildings maintained a 2:1 FAR with the next most frequent FAR at 1:1. This means that the majority (about 90% of the blocks) of the area has a large unused portion of its FAR allowance that may still be developed.

Port Jurisdiction Subarea: FAR

The Port does not divide its piers and seawall lots (equivalent of assessor's blocks) into parcels. Therefore, the FAR figures for Port property had to be calculated for each entire seawall lot or pier which include all common or circulation areas. As a result, these figures are not as comparable as those calculated for the other subarea.

The maximum maritime commercial FAR for Port property is 5:1. Only one establishment, Pier 39's five story parking garage, comes close to having an FAR of 5:1—with an FAR of about 4.75:1. The rest of the Port property consists of low lying buildings with FARs ranging from .05:1 to 1.2:1.

4.4 LAND USE CHARACTERISTICS

4.4.1 LAND USE INVENTORY

The following tables depict the land uses existing during December 1985 to October 1986 for both the Port Jurisdiction and the South of Jefferson Street subareas. Figure 4-3 gives total square footage for all the building and land uses while Figure 4-4 shows a subtotal specifying land use activities devoted to maritime uses only. Figure 4-5 shows the building space square footage totals while Figure 4-6 shows the land uses without building coverage, such as parking lots and open space. In addition, Figure 4-7 shows the total number of occupants or establishments by land use activity for each subarea. Figure 4-8 lists the vacant buildings and floor space by specific block and lot and by designated use, if known. A list of the Department's land use codes and their definitions as well as the research methodology for the land use inventory is found in the Appendix 4.6.

Figure 4-3 shows a grand total of 8,935,575 square feet for the entire study area. The South of Jefferson Street Subarea, with 7,548,794 square feet of land use activities, is the greater of the two study subareas. It represents 84.48 percent of the entire study area while property in the Port Jurisdiction subarea (containing 1,386,781 square feet) represents only 15.52 percent of total land use activities. The Maritime Uses Only subtotal (Figure 4-4) breaks out land use activities included in the previous table, but which are devoted to maritime-related activities. This table shows a total of 353,561 square feet of maritime land uses, which represents 3.96 percent of the total study area building and land uses shown in Figure 4-3. Two other tables, Figures 4-5 and 4-6, break down the total square footage figures by building space and unoccupied land uses. The entire study area contains a total of 6,689,162 gsf of building space with almost 85 percent of that figure being in the South of Jefferson Street subarea. Land uses without any building coverage consists of 1,206,518 square feet, which represents only 13.52 percent of total land and building uses shown in Figure 4-3.

The Land Use Inventory - Occupant Count chart (Figure 4-7) shows that there are a total number of 717 land use occupants or establishments in the study area. Some of these categories (i.e., Tourist Hotel/Motel, Residential, Parking) include a count of buildings rather than individual rooms, units or spaces. The largest aggregation of land use (506) is in Retail Commercial activities (which include a number of collapsed categories such as retail, sales, restaurants, entertainment). (See the Occupied Building Space tables for aggregation of land use categories under major land uses. Office use and the primarily maritime-related uses of Distribution/Warehouse, Transportation and Manufacturing contain the next largest concentration of occupants with 56 and 45 respectively. Vacant building and floor space (Figure 4-8) totals 337,799 square feet. Most of this vacant space is located in the South of Jefferson Street subarea (see Map 4-7).



Northern Waterfront looking northeast.

Port Jurisdiction Subarea

There is approximately 1,030,148 gross square feet (gsf) of building space on Port property in the Northern Waterfront Study area (see Figure 4-5). Of this amount, 344,029 gsf or 33.40 percent is devoted to maritime use (shipping, fish processing, and fish-related support services) as shown in Figure 4-4. Almost 280,000 gsf or 27.18 percent of the total building area is devoted to Distribution/Warehouse, Transportation, and Manufacturing uses which include mainly maritime-related businesses. These activities are concentrated on Seawall Lots (SWL) 302 (AB 6) and 303 (AB 7) and on Piers 41, 43 1/2 and 45. They include two private Bay excursion businesses, which are mainly tourist-serving, the Harbor Tours and the Red and White Fleet, with the berthing area they lease from the Port for their operations.

In addition to these maritime-related activities, tourist-serving businesses are the predominant uses in the Port Jurisdiction subarea, comprising about 346,979 gsf or 33.68 percent of the total building area. Of this figure, restaurants and entertainment activities occupy approximately 207,796 gross square feet with half of this land use concentrated on Pier 39. A substantial portion (62 percent) of the retail on Port property is also located on Pier 39, which contains 84,000 gsf with the balance of 53,170 gsf spread along the piers and seawall lots west of Pier 39.

The majority of office space located on SWL 313 (AB 17), located south of The Embarcadero near Pier 39 and Kearny Street. The Blue Shield modern office building consisting of 132,000 gsf takes up this entire block. There is only 7,568 square feet of secondary office space, consisting of three businesses, located along the waterfront on SWL 302 and 303. The one parking structure on Port property is the five-story Pier 39 parking garage which is located on AB 15 and comprises 24.41 percent of total building gsf. Vacant building space comprises less than the 2 percent of the total building gsf on Pier 39 and one building on Hyde Street.



Maritime uses on Jefferson Street.

The land uses without any structures (see Figure 4-6 and Map 4-8) includes such uses as Parking Lots and Open Space. All of the existing open space on Port property is located on the eastern edge of the study area and includes two linear landscaped areas containing approximately 119,001 square feet or 2.7 acres. These areas are adjacent to The Embarcadero and are part of Pier 39 (2.5 acres) and SWL 312 (Assessor's Block 16) (.2 acres), a triangular block across from Pier 39. Parking lots occupy 209,529 square feet or 64 percent of the total land area without building coverage. The three locations containing parking lots are the center of Pier 45 (85,000 square feet); Pier 43 1/2 (72,254 square feet); and SWL 300 and 301 (52,275 square feet), which include a large portion of The Embarcadero Right-of-Way.

Although Port Jurisdiction land area, containing 328,530 square feet, represents only 27 percent of the total study area land uses without any building coverage, this figure can be misleading as it does not include waterbourne activity. Square footage figures for berthing space leased by the commercial fishing industry were unavailable at the time of the study. Ninety-nine commercial fishing vessels are assigned moorage with some additional vessels accommodated when tied alongside piers. Berthing space alongside the wharves and piers is an integral part of the maritime activity taking place along the Waterfront. If this figure were to be included, then the Port Jurisdiction property would have a higher percentage of the total study area shown in Figure 4-6.

South of Jefferson St. Subarea

There is approximately 5,659,014 gross square feet (gsf) of building space in the South of Jefferson Street subarea. This is almost 85 percent of the total building area gsf for the entire Northern Waterfront study area shown in Figure 4-5. Parking facilities, tourist hotels/motels and retail and commercial activities are the predominant building space uses in the subarea. There is almost 1,700,000 gsf of parking structure use in this subarea. This figure represents the biggest percentage of total building gsf (almost 30 percent), this land use primarily serves tourist hotel/motel and retail and commercial uses that also predominate in the area. Tourist hotels/motels occupy 23 percent (1,316,322 gsf) of the total building area gsf. Retail and commercial uses comprise approximately 15 percent (840,749 gsf) of building space. Of this last category over half of the uses are retail businesses, while restaurants and bars comprise 31 percent. Residential units occupy 16.59 percent of building space. Offices occupy 12.68 percent. Less than one percent of building space in this subarea is used for maritime related activities (see Figure 4-5).



Commercial uses on Columbus Avenue.



Northpoint Shopping Center on Bay and Powell.

Land uses without structures in the South of Jefferson Street subarea are primarily devoted to public open space and parking lots (see Figure 4-6). Open space consists of 469,224 square feet or 10.8 acres and is located in two areas: Aquatic Park (10.7 acres) and the Joseph Conrad Mini Park (.1 acre). Parking lots occupy 279,795 square feet or 32 percent of total land only area. Storage and vacant lots contain only 128,969 square feet or 15 percent of the total.

The commercial area is dominated by large shopping complexes. They range in scale, size and the type of goods/services they supply the city. Ghirardelli Square, The Cannery and the Anchorage are tourist-serving as well as citywide retail centers. Both Ghiradelli and The Cannery have movie theatres, public plazas and a wide array of specialty gift, gourmet, clothing and accessory shops and restaurants.

The retail stores of the North Point Shopping Center are predominantly local resident-serving rather than tourist-serving. The Co-op Market, which vacated its premises in September 1986 used to provide neighborhood shopping.

Figure 4-3: NORTHERN WATERFRONT STUDY LAND USE INVENTORY
BUILDING AND LAND USE SQUARE FOOTAGE

DCP CODE*	Land Use Activity	South of Jefferson St. Subarea	Port Juris- diction	Total
01	Office	595,619	133,931	729,550
01A	Secondary Office	116,567	5,815	122,382
02	Branch Bank	5,118	-	5,118
03A	Retail	416,569	99,094	515,663
03B	Large Scale Wholesale- Retail/Showroom	56,001	39,076	95,077
04A	Coffee Shop, Full-Service Restaurant	217,118	173,264	390,382
04B	Fast- Food, sit- Down Deli	21,919	356	22,275
04C	Take- Out (w/o Tables & Chairs)	7,941	9,176	17,117
04D	Bars	10,960	-	10,960
05	Other (Misc., Utilities- Bldg. & Land)	801,597	10,005	811,602
05X	Other Vacant Land (Land Only)	-	-	-
06	Residential Hotel	-	-	-
06A	Shelter	-	-	-
07	Tourist Hotel/Motel	1,316,322	-	1,316,322
08	Residential	815,557	-	815,557
09	Parking	1,688,473	251,435	1,939,908
09A	Parking Lot (Land Only)	279,795	209,529	489,324
10A	Automotive Sales/Rentals	7,784	-	7,784
10B	Automotive/Sales/Rentals/Service	1,000	-	1,000
10C	Auto Wrecking and Storage	-	-	-
10X	Storage Lot (Land Only)	110,168	-	110,168
11A	Distribution/Warehouse	18,915	114,946	133,861
11B	Transportation	15,991	71,984	87,975
12	Manufacturing	-	92,898	92,898
13A	Commercial Services	8,875	1,013	9,888
13B	Convenience/Personal Services	27,414	-	27,414
14	Government	21,333	-	21,333
15	Educational	17,054	-	17,054
16	Institutional	83,788	12,160	95,948
17	Public Open Space	469,224	119,001	588,225
18	Entertainment	65,168	25,000	90,168
19	Vacant Bldgs./Floors in Bldgs.(Non- designated)	272,392	12,098	284,490
20	Live/Work	-	-	-
21	Vacant Lot (Land Only)	18,801	-	18,801
V	Vacant (Bldg. Space - Designated Use)	47,309	6,000	53,309
UC	Under Construction	<u>14,022</u>	<u>-</u>	<u>14,022</u>
STUDY AREA TOTAL SQUARE FOOTAGE		7,548,794	1,386,781	8,935,575

NOTES:

*See Appendix 4.6.2 for detailed definition of DCP use codes.
See Figure 4-4 for land use activity under maritime uses.

Source: Northern Waterfront Land Use Inventory, San Francisco Department of City Planning (DCP), 1985-86

**Figure 4-4: NORTHERN WATERFRONT STUDY LAND USE INVENTORY
MARITIME USES ONLY BUILDING AND LAND
(Subtotal of Figure 4-3)**

DCP CODE*	Land Use Activity	South of Jefferson St. Subarea	Port Juris- diction	Total
01	Office	5,152	--	5,152
01A	Secondary Office	--	2,656	2,656
03A	Retail	--	2,815	2,815
03B	Large Scale Wholesale-Retail/Showroom	--	37,037	37,037
05	Other (Misc., Utilities --- Bldg. & Land)(b)	--	10,005	10,005
11A	Distribution/Warehouse (c)	4,380	114,946	119,326
11B	Transportation (d)	--	70,499	70,499
12	Manufacturing	--	92,898	92,898
13A	Commercial Services	--	1,013	1,013
16	Institutional	--	12,160	12,160
MARITIME SUB-TOTAL SQUARE FOOTAGE		9,532	344,029	353,561

NOTES:

*See Appendix 4.6.2 for detailed definition of DCP use codes.

(a) Maritime uses are defined as activities and space directly related to Port operations, shipping and fishing services (including storage facilities on piers, ship repair, fishing boat/ship berthing space and fish processing).

(b) This figure contains the fueling station (building and land area) adjacent to the Hyde Street Pier.

(c) Includes Shed A and C of Pier 45 occasionally leased for private parties and events on a temporary basis.

(d) This figure does not include berthing space leased for commercial fishermen or the fishing fleet.

Source: Northern Waterfront Land Use Inventory, San Francisco Department of City Planning (DCP), 1985-86

Figure 4-5: NORTHERN WATERFRONT STUDY—OCCUPIED BUILDING SPACE (GROSS SQUARE FOOTAGE (GSF))

DCP CODE	LAND USE ACTIVITY	SOUTH OF JEFFERSON ST. SUBAREA		PORT JURISDICTION	
		Percent	GSF	Percent	GSF
01	OFFICE:				
	Office	595,619		133,931	
01A	Secondary Office	116,567		5,815	
02	Branch Bank	5,118		--	
	SUB-TOTAL	717,304	12.68%	139,746	13.57%
	RETAIL COMMERCIAL:				
03A	Retail	416,569		99,094	
03B	Large Scale Wholesale-Retail/Showroom	56,001		39,076	
04A	Coffee Shop, Full-service Restaurant	217,118		173,264	
04B	Fast Food, Sit-down Deli	21,919		356	
04C	Take-Out (without Tables and Chairs)	7,941		9,176	
04D	Bars	10,960		--	
10A	Automotive Sales/Rentals	7,784		--	
10B	Automotive Sales/Rentals/Service	1,000		--	
10C	Auto Wrecking and Storage	--		--	
13A	Commercial Services	8,875		1,013	
13B	Convenience/Personal Services	27,414		--	
18	Entertainment	65,168		25,000	
	SUB-TOTAL	840,749	14.86%	346,979	33.68%
	TOURIST HOTEL/MOTEL	1,316,322	23.26%	--	1,187,728
07	RESIDENTIAL	815,557	16.59%	--	1,316,322
08	PARKING (structures only)	1,688,473	29.84%	--	815,557
09					251,435
					24.41%
					29,00%

continued

Figure 4-5: NORTHERN WATERFRONT STUDY -- OCCUPIED BUILDING SPACE (GROSS SQUARE FOOTAGE (GSF))

DCP CODE	LAND USE ACTIVITY	SOUTH OF JEFFERSON ST. SUBAREA		PORT JURISDICTION		TOTAL
		GSF	Percent	GSF	Percent	
11A	<u>DISTRIBUTION/WAREHOUSE</u>	18,915	0.33%	114,946	11.16%	133,861 2.00%
11B	<u>TRANSPORTATION</u>	15,991	0.28%	71,984	6.99%	87,975 1.32%
12	<u>MANUFACTURING</u>	--	--	92,898	9.01%	92,898 1.39%
	<u>INSTITUTIONAL:</u>					
14	Government	21,333	--			
15	Educational	17,054	--			
16	Institutional	<u>83,788</u>		<u>12,160</u>		
	SUB-TOTAL	<u>122,175</u>	2.16%	<u>12,160</u>	1.18%	134,335 2.01%
	<u>TOTAL BUILDING AREA</u>					
	<u>GROSS SQUARE FOOTAGE (GSF)</u>	<u>5,659,014</u>	100.00%	<u>1,030,148</u>	100.00%	<u>6,689,162</u> 100.00%
	<u>PERCENT OF TOTAL BUILDING AREA (GSF)</u>		84.60%		15.40%	100.00%

SOURCE: Northern Waterfront Land Use Inventory, San Francisco Department of City Planning (DCP) 1985-86.

Figure 4-6: NORTHERN WATERFRONT STUDY—LAND WITHOUT STRUCTURES (NET SQUARE FOOTAGE)

DCP CODE	LAND USE ACTIVITY	SOUTH OF JEFFERSON ST. SUBAREA		PORT JURISDICTION		TOTAL
		Percent	NSF	Percent	NSF	
09A	Parking Lot	279,795	32	209,529	64	489,324
10X	Storage Lot	110,168	13	—	—	110,168
17	Public Open Space	469,224	53	119,001	36	588,225
21	Vacant Lot	18,801	2	—	—	18,801
Total Land Area						
Net Square Footage (NSF)		877,988	100%	328,530	100%	1,206,518
PERCENT OF TOTAL LAND AREA						100%
NSF				72.77%	27.22%	
05	Other (Misc. Utilities Building and Land)	801,597		10,005		811,602

SOURCE: Northern Waterfront Land Use Inventory, San Francisco Department of City Planning (DCP) 1985-86.

Figure 4 7: NORTHERN WATERFRONT STUDY- LAND USE INVENTORY

DCP CODE*	Land Use Activity	OCCUPANT OR ESTABLISHMENT COUNT		
		South of Jefferson St. Subarea	Port Juris- diction	Total
01	Office	19	2	21
01A	Secondary Office	29	4	33
02	Branch Bank	2	-	2
03A	Retail	195	123	318
03B	Large Scale Wholesale- Retail/Showroom	7	4	11
04A	Coffee Shop, Full- Service Restaurant	58	28	86
04B	Fast-Food, sit- Down Deli	26	1	27
04C	Take- Out (w/o Tables & Chairs)	7	13	20
04D	Bars 7	-	7	
05	Other (Misc., Utilities- Bldg. & Land)	10	1	11
05X	Other Vacant Land (Land Only)	-	1	1
06	Residential Hotel	-	-	0
06A	Shelter	-	-	0
07	Tourist Hotel/Motel (a)	8	-	8
08	Residential (b)	28	-	28
09	Parking (c)(Structures only)	8	-	8
09A	Parking Lot (Land Only)	7	6	13
10A	Automotive Sales/Rentals	5	-	5
10B	Automotive/Sales/Rentals/Service	2	-	2
10C	Auto Wrecking and Storage	-	-	0
10X	Storage Lot (Land Only)	-	-	0
11A	Distribution/Warehouse	3	14	17
11B	Transportation	6	6	12
12	Manufacturing	-	16	16
13A	Commercial Services	2	1	3
13B	Convenience/Personal Services	15	-	15
14	Government	2	-	2
15	Educational	2	-	2
16	Institutional	2	2	4
17	Public Open Space	2	1	3
18	Entertainment	11	1	12
19	Vacant Bldgs./Floors in Bldgs.(Non-designated)	10	-	10
20	Live/Work	-	-	0
21	Vacant Lot (Land Only)	1	-	1
V	Vacant (Bldg. Space - Designated Use)	14	1	15
UC	Under Construction	3	1	3
STUDY AREA TOTAL		491	226	717

NOTES:

*See Appendix 4.6.2 for detailed definition of DCP use codes.

(a) 2,023 Hotel/Motel rooms are located in eight lodging complexes.

(b) There are 1,061 residential units located in 28 buildings.

(c) this count represents parking structures and not parking spaces

Source: Northern Waterfront Land Use Inventory, San Francisco Department of City Planning (DCP), 1985-86

Figure 4-8: LAND USE SUMMARY--VACANT BUILDING OR FLOOR SPACE

Summary of Vacant Space By Block/Lot (Gross Square Feet) and Designated Use if Known*

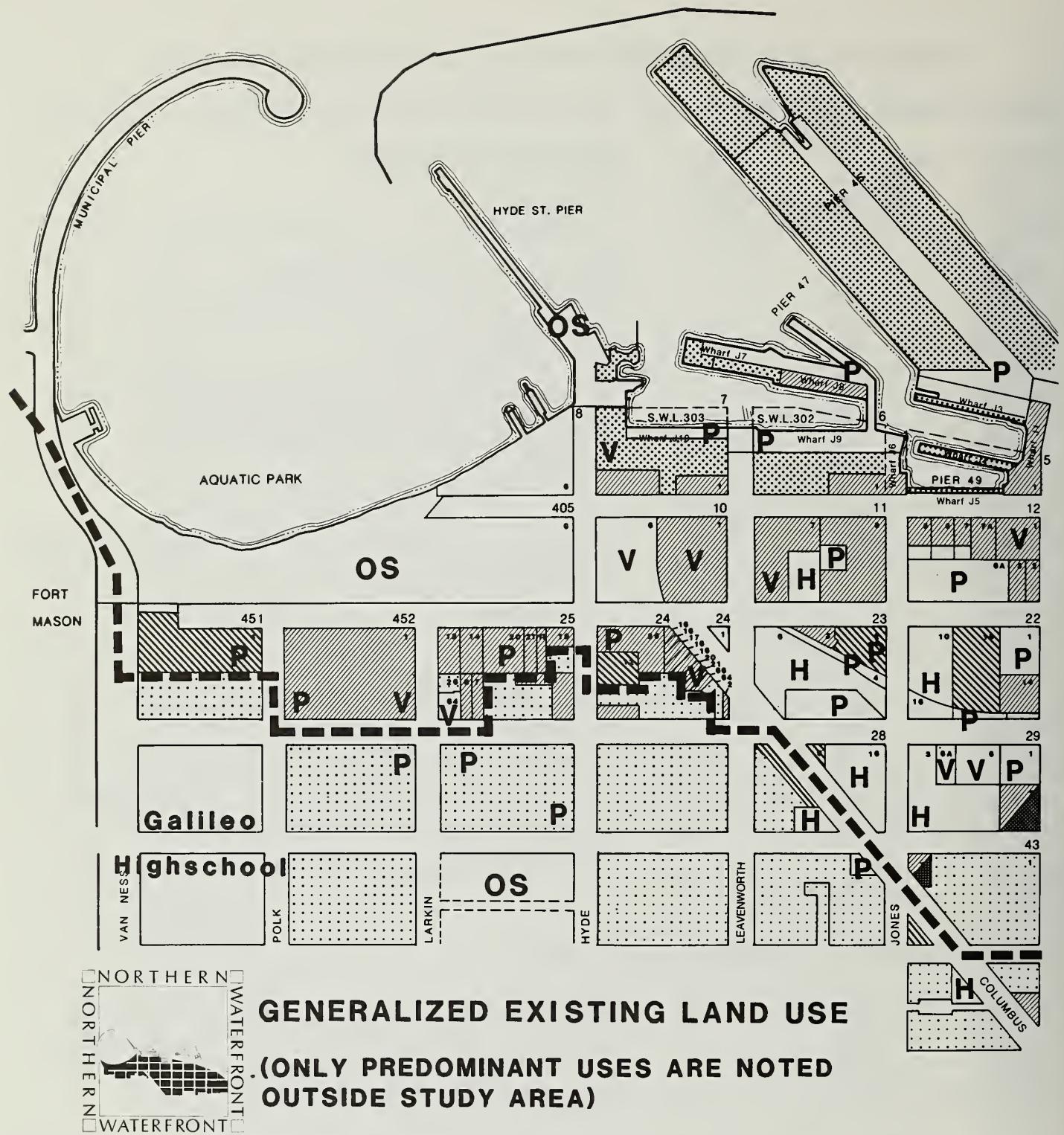
<u>Block/Lot</u>	<u>Square Feet</u>	<u>Story</u>	<u>Designated Use and Notes</u>
7/1	12,098	1	19
10/2	198,000	1-4	19 (Haslett Warehouse)
12/1	2,857	1	19
13/6A	4,400	2	3A (retail) (4 establishments)
22/1	380	1	19 (present use: fast food 4B)
24/2	1,000	2	1 (office)
24/19	3,000	2 & 3	19 (2 establishments)
24/21	375	1	19
25/14	1,500	1	3A (retail) (present use: Austin Gallery 3B)
25/17	2,400	1	19 (present use: Super Shirt Cal 3A)
25/20	800	2	19 present use: Blue Chip Office 1)
25/24	2,250	1	1 (office)
25/24	1,688	2	19
25/24	7,875	1-3	19
29/1	1,891	1	3A (retail) (present use--Paul's Bargain Store 3A)
29/6	1,488	--	3B (large scale)(" " " " 3B) wholesale-retail/ showroom
30/1	51,600	1 & 2	19
30/6	3,417	1	19
30/7	4,380	1 & 2	12 (manufacturing)
41/31	1,000	BSMT	3A (retail)
41/31	1,000	1	3A (retail)
10/1	5,000	1-3	3A (retail, Cannery)
11/7 & 8	4,400	1 & 2	3A (retail, Anchorage)
452/1	6,000	1-3	3A & 4 (retail, restaurant Ghirardelli Square)
31/1,3 & 4	10,000	1 & 2	3A (retail, Northpoint Shopping Center)
	3,000	1	2 (branch bank)
Pier 39	6,000	1 & 2	3A (retail, Pier 39)
TOTAL	337,799		

Additional Vacant Space--Revised January 1987**

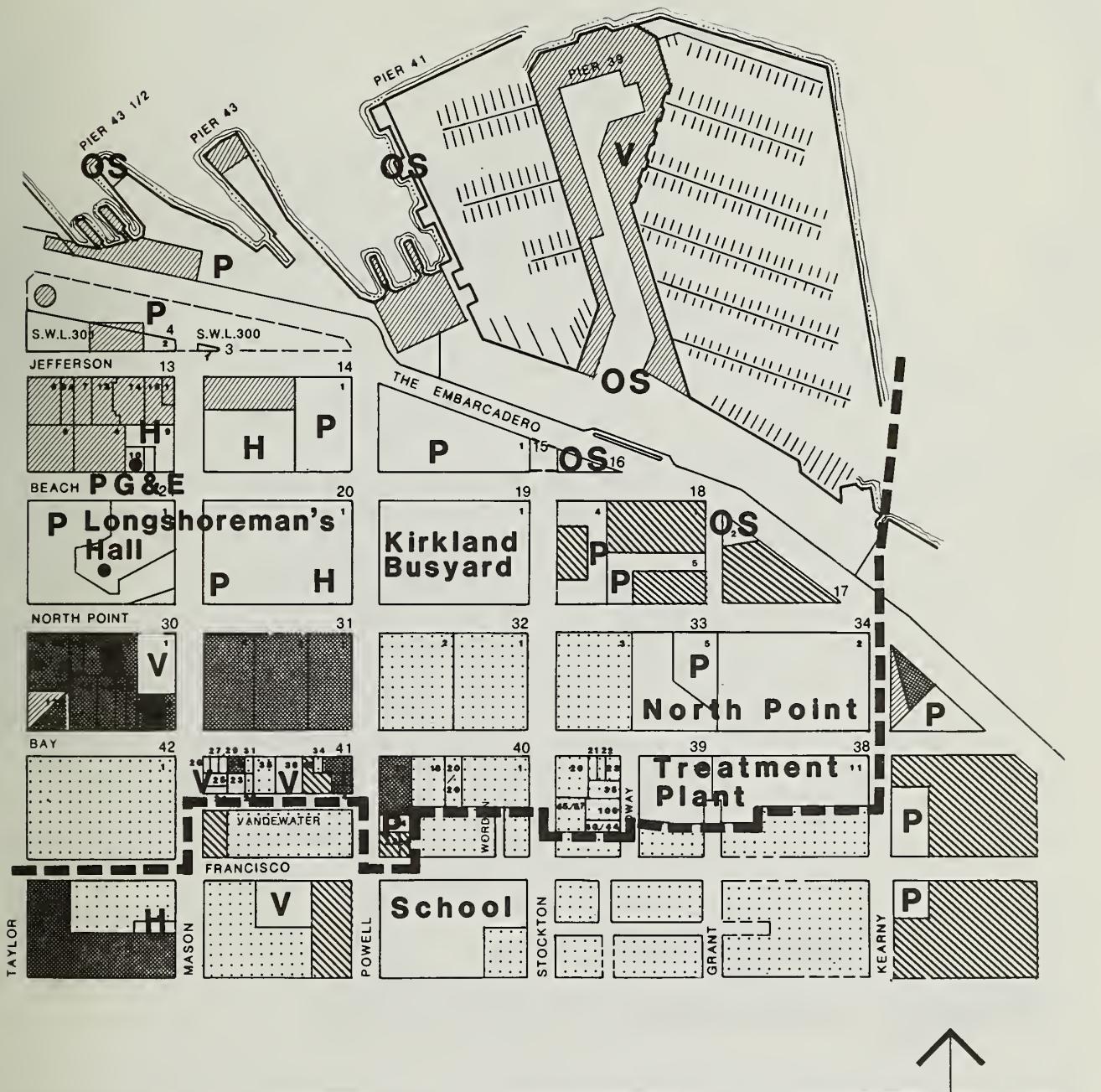
24/20	14,700	1 & 2	3A (retail)
24/22	1,900	2 & 3	3A (retail, Buena Vista Film and Niles Gallery
29/6	8,000	1	3B (large-scale wholesale-retail, the Herrman's)
29/5A	8,200	1	11A (distribution/warehouse, the Herrman's)
41/24-28	13,200	1 & 2	4A (Restaurant, Mame's Pallazzo)
41/36	8,640	1	3A (Retail, Consumer's Distribution)

*See Appendix 4.6.2 for detailed definitions of DCP use codes. This table includes space coded 19 (vacant buildings or floors in buildings) and space where the former or proposed use is evident coded V in conjunction with other use codes.

**Revisions have not been included in other land use tables noted in this chapter accounting for the previously vacant space now occupied (8,459 gsf) and additional vacant space identified in January. There is a 13.67% increase in vacant space since 1986 or approximately (46,181 square feet).



SAN FRANCISCO BAY



Tourist



Residential



Neighborhood Serving



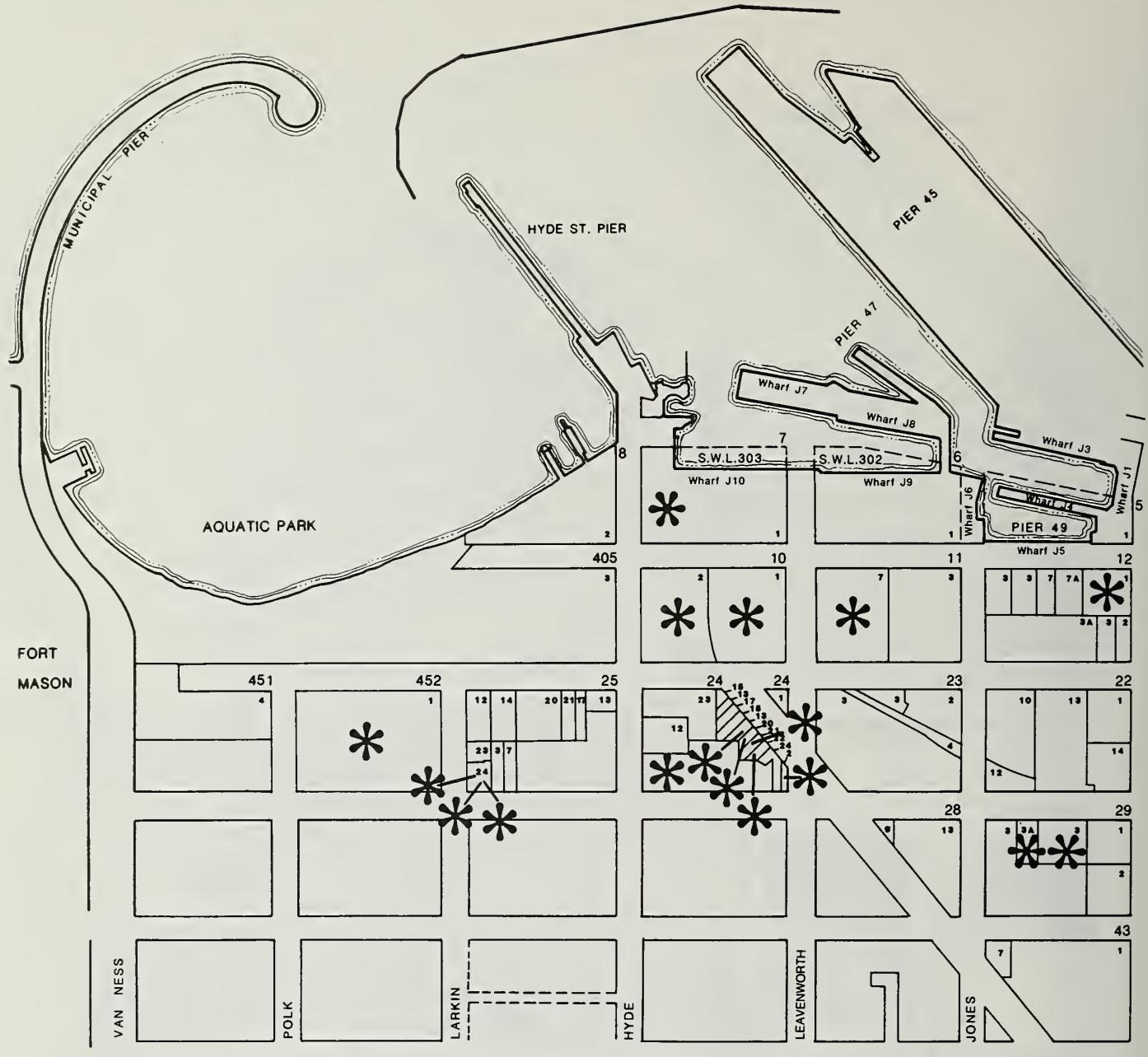
Maritime



Office

400 FEET

Map 4-6



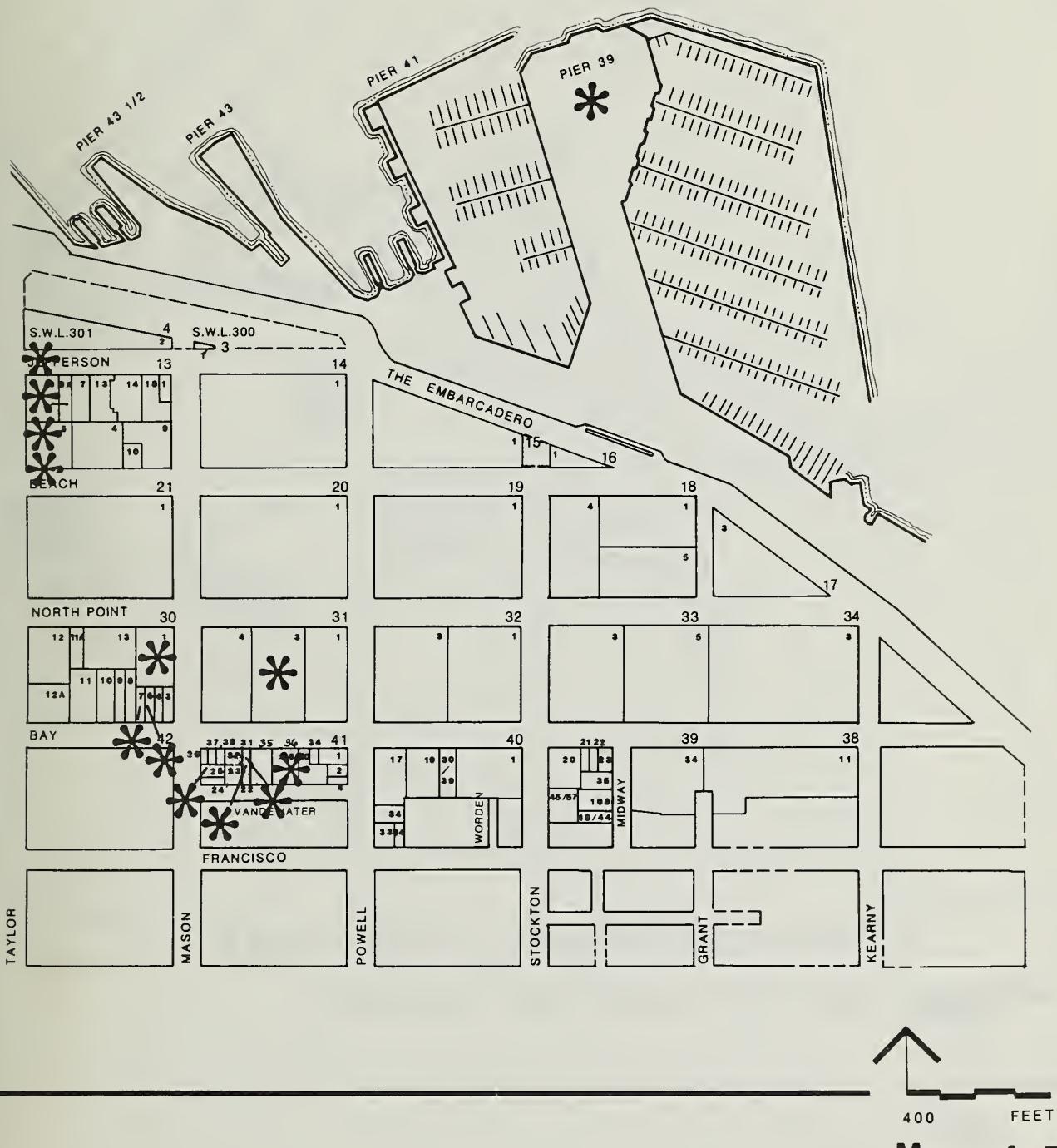
VACANT SPACE IN COMMERCIAL BUILDINGS



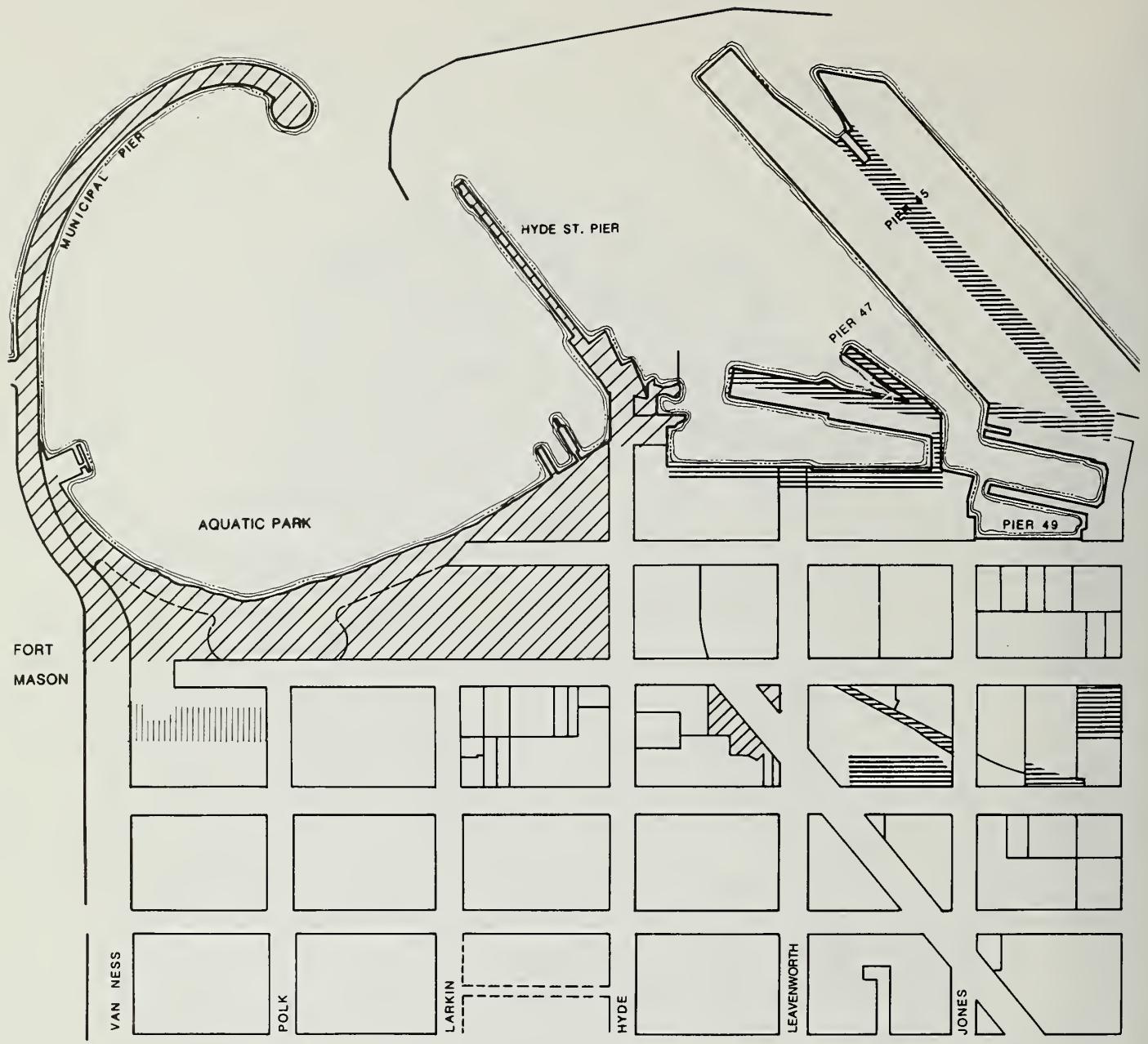
Each * Notes One Establishment or Firm Except for Large Shopping Complexes have been Combined Into One *.

See Figure 4-8, Land Use Summary – Vacant Buildings or Floor Space.

SAN FRANCISCO BAY



Map 4-7



LAND USES WITHOUT STRUCTURES AND WITH ROOFTOP PARKING



Parking Lot



Storage Lot

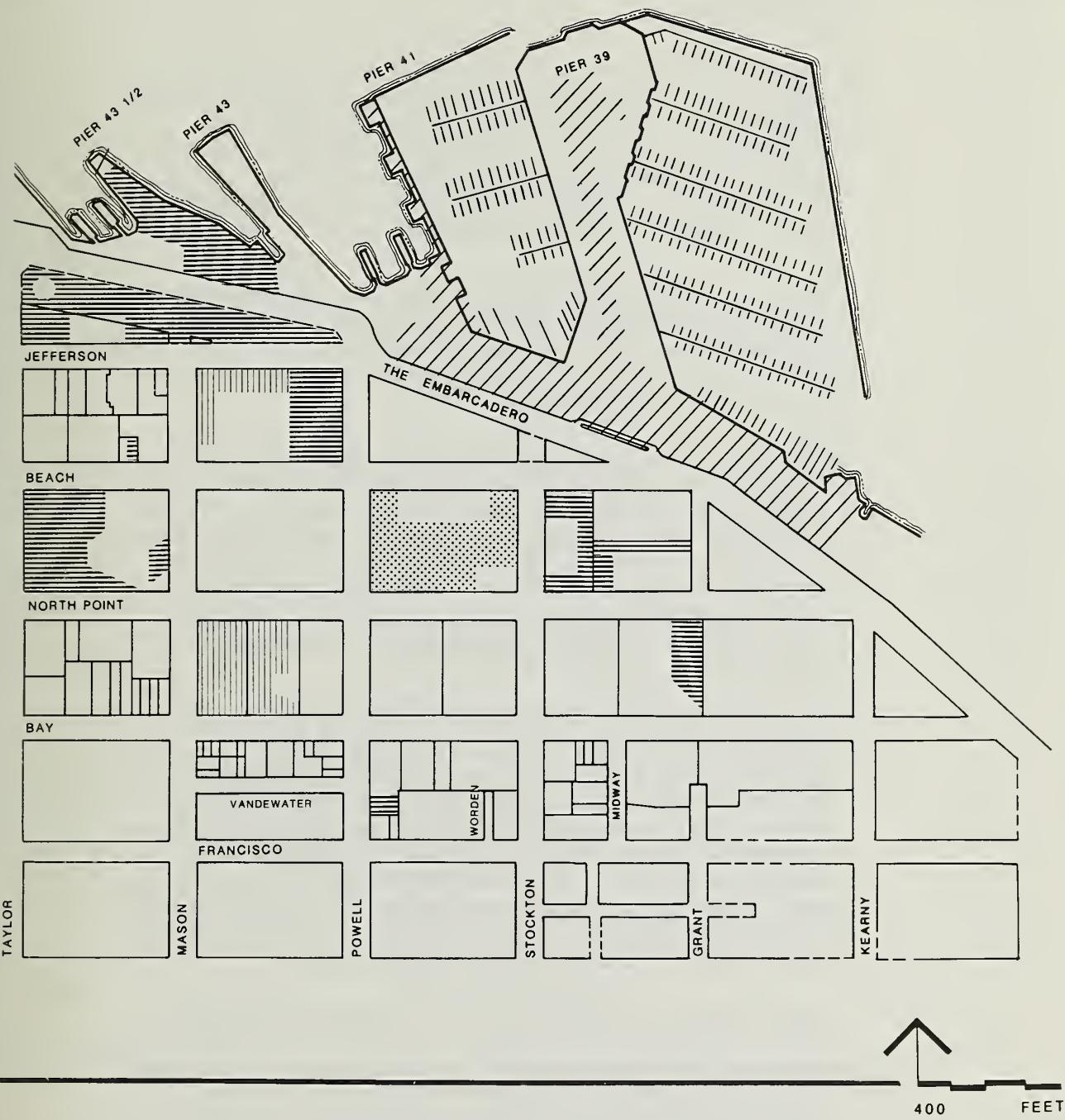


Public Open Space



Rooftop Parking -- Above Garage

SAN FRANCISCO BAY



Map 4-8

Housing Stock

There are 1,061 housing units in the Northern Waterfront Study Area. All but twenty of these units are located in the southeastern section of the study area, bounded by Northpoint, Columbus, Francisco and Midway streets. The other twenty units of housing are located on two blocks in the southwestern section of the study area bounded by North Point, Columbus, Beach and Larkin Streets.

All but twenty housing units are located on blocks zoned RM-3 (Residential-Mixed District, Medium Density), which insures housing will remain a principal use in the southeastern section of the study area (Assessors Blocks 43, 42, 40, 39, 33, 32) (see Map 4-9).

The twenty units in the southwestern section of the study area, blocks 24 and 25, are in a Community Business District (zoned C-2), a primarily commercial use district (for further discussion of uses allowed under specific zoning controls see previous sub-section 4.3.1. However, blocks 24 and 25 are abutting residential districts (zoned as RC-1 and RH-3), which are intended for combined residential-commercial districts and residential-three family dwelling districts, respectively.

At least ninety-eight percent of the housing units in the study area are rentals. The numbers were derived by adding up the number of rental apartments through telephone interviews with property managers. This number excluded several small three unit flats where tenancy was difficult to determine. According to the Census block information, which includes some units bordering but not within our study area (including parts of Assessor's Blocks 24, 25, 39, 40 and 41), 87% of the housing units are rentals. In either case, the percentage of renters to owners is quite high.

The majority of housing units in the Northern Waterfront area are found within medium density structures (91%), with an average density of one unit per four hundred square feet (1:400). This ratio is compatible with the zoning designation RM-3, which allows for some smaller structures, but is predominantly devoted to apartment buildings of six, eight, ten or more units. Private residential open spaces are smaller, but decks and balconies are used to replace yards and patios in many units. All of the area's housing units fall within the forty foot height limit, averaging three to four stories. Most residential structures in the study area have off-street parking for their tenants.

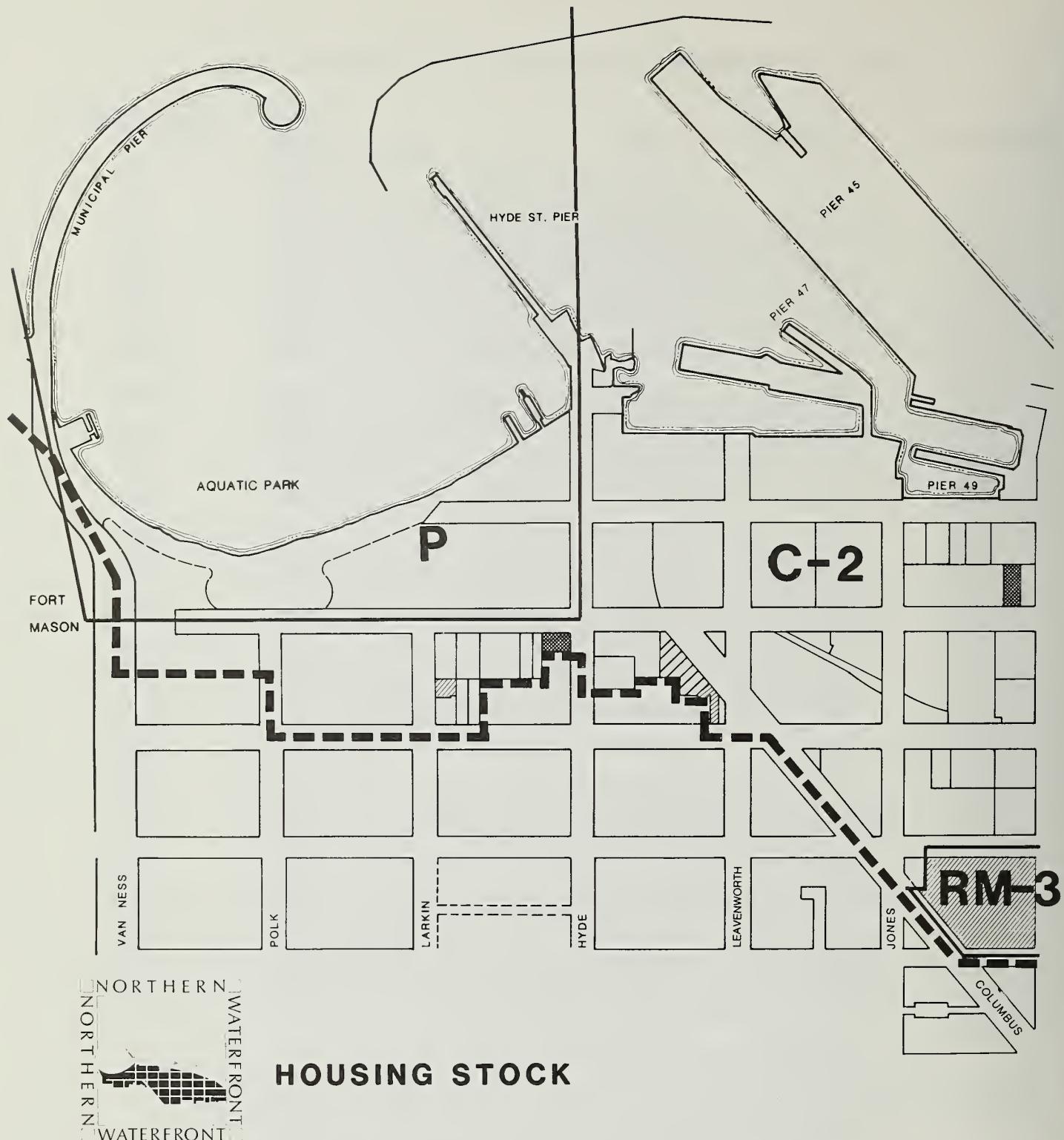
Figure 4-9 NORTHERN WATERFRONT STUDY HOUSING STOCK

BLOCK	LOT	# OF UNITS	TYPE	SQ.FT. UNIT*	TOTAL SQ. FT. (RES.)
12	3	1	Modern Apartments	600	600
24	22	1	Victorian Flat	950	950
24	24	8	Modern Apartments	1,080	8,640
25	19	2	Victorian Flats	1,500	3,000
25	23	<u>12</u>	Modern Apartments	1,000	12,012
32	1,2	342+	Modern Apartments	795	271,920
33	3	<u>172 = 514</u>	(North Point Apartment)	790	135,960
39	45-57	13	Modern Condominiums	1,075	14,235
39	40-44	5	Townhouses	1,840	9,200
39	22	1	Attic Apt. (Victorian)	900	900
39	23	12	Modern Apartments	793	9,516
39	35	6	Modern Condominiums	1,900	11,400
39	100	12	Modern Apartments	1,000	12,000
39	20	39	Modern Apartments	800	31,200
40	1	105	Modern Apartments	758	89,789
40	18	50	Modern Apartments (SFHA)(a)	736	36,800
40	20-29	12	Modern Condominiums	1,500	18,000
40	14	3	Victorian Flats	1,587	4,761
41	31	3	Converted Victorian Flats	458	1,374
41	34	1	Victorian Flats	1,380	1,380
41	35	24	Modern Apartments	885	21,240
41	4	6	Victorian Flats	688	4,128
41	22	<u>2</u>	Victorian Flats	1,380	2,760
42	1	128+	Public Housing (SFHA)(a)	889	113,792
43	1	<u>101 = 229</u>	(North Beach Place)		
TOTAL UNITS: 1,061(b)				TOTAL SQ. FT. RES: 815,557	

*Square footage per unit was determined by averaging the gross floor areas of residential buildings by the total units in the building. Indoor parking space was excluded except for Flats. Source: DCP Land Use Inventory 1985-86.

(a) San Francisco Housing Authority (SFHA)

(b) The 1,061 units are located in 28 buildings.



Mixed Use Building



Residential Building



Public

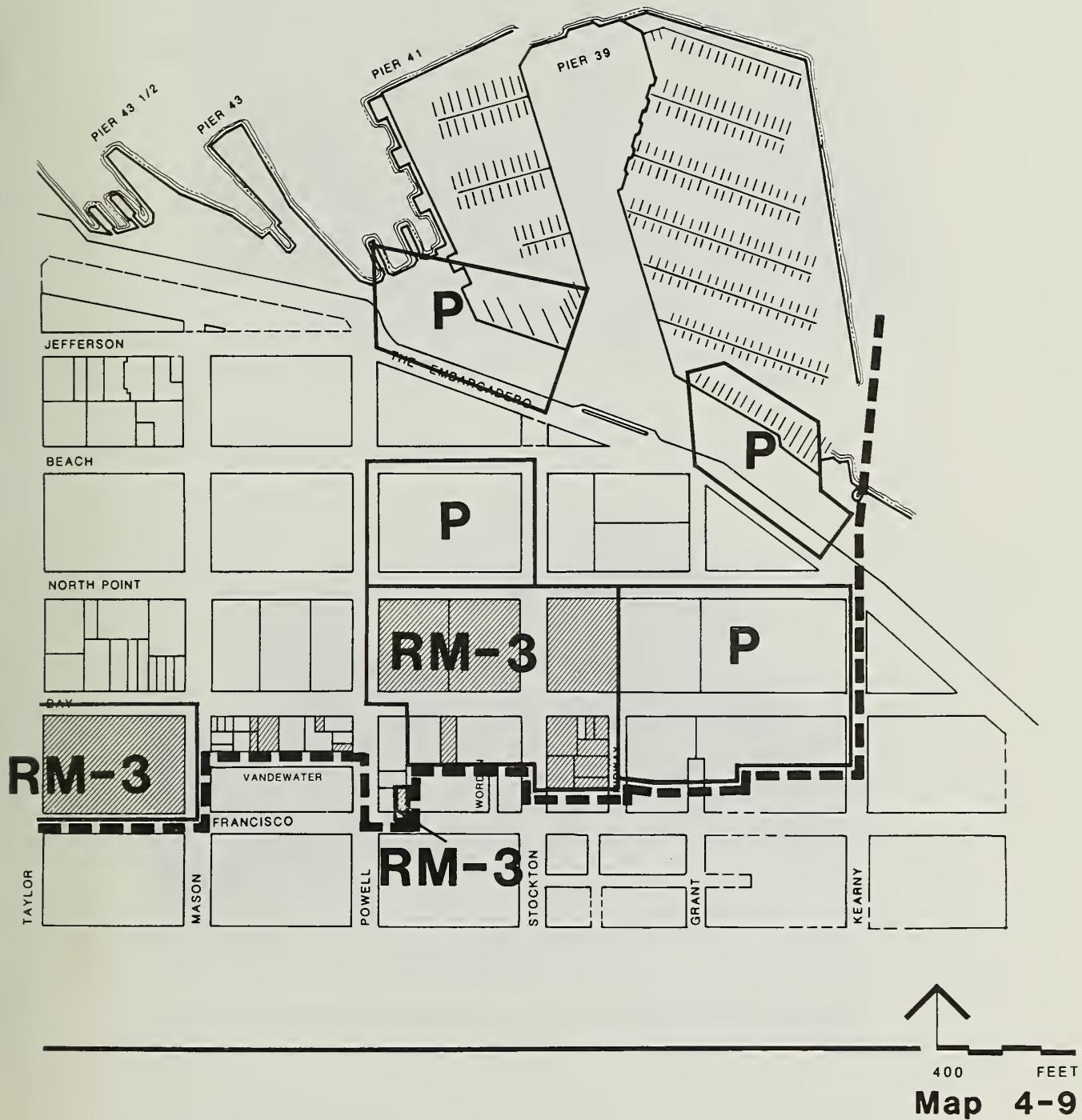
RM-3

Residential, Mixed

C-2

Community Business

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Map 4-9

The difference in sizes of units varies within the study area, although, as mentioned previously, most of the units are small one bedrooms and studios. The North Beach Place public housing contain a mixture of unit sizes to accomodate singles, couples and families. They have 229 units, distributed on two blocks, (Assessor's Blocks 42 and 43), which are broken up as follows: 61 one- bedrooms, 99 two- bedrooms, 60 three- bedrooms and 9 four- bedrooms. The grounds around the public housing contain several parking lots, grassy areas and a playground to serve its residents. In contrast, the North Point Apartments have 514 rental units, also distributed on two blocks (Assessor's Blocks 32 and 33), which are broken up as follows: 250 studios, 250 one bedrooms and 14 two bedrooms. The complex provides two swimming pools, a health spa and several garden courtyards to service its occupants.



Apartment rentals and available neighborhood commercial on Bay.



North Beach Place.

The exterior condition of the housing in the Northern Waterfront area is in generally fair condition, although there is a good deal of variation. For example, the public housing on Columbus and Bay streets is in need of paint and repair, the grass in the courtyards is overgrown, and the walls have graffiti on them, while the North Point Apartments on Bay and Stockton Streets are surrounded by a number of trees and plants overhanging from the landscaped decks. Most of the housing in the area was built after World War II, although some of the buildings are preserved Victorians.



Northpoint apartments.

4.4.2 GENERALIZED ACTIVITY CLUSTERS

There are seven clusters of similar uses in the Northern Waterfront Study area: Historic, Working Wharf, Amusement, Pier 39, Municipal Services/Office, Residential Neighborhood Commercial and Hotel/Motel (see Map 4-10). These clusters do not have specific boundaries; rather they overlap each other and are functionally interdependent. Still, these pockets of activity do divide the Northern Waterfront into distinct sections and are discussed accordingly. This information will be helpful for guiding future possible rezoning and land use controls.

Historic Cluster

The Historic Cluster is located at the western edge of the Northern Waterfront Study area. Four historic ships moored at the Hyde Street Pier, the C.A. Thayer, the Eureka, and the Hercules are national Historic Landmarks. The Eppleton Hall and the Alma are also part of the ceremonial berthing of historic ships at the Hyde Street Pier as well as a Monterey fishing boat and a power gill netter anchored in the

lagoon. The study area's national landmarks, the Haslett Warehouse and the Aquatic Park Bathhouse (the Maritime Museum), are also in the Historic Cluster. Aquatic Park Hyde Street Pier and the Haslett Warehouse are in the Golden Gate National Recreation Area. A historical district is proposed for the area and will be the subject of further actions by GGNRA. This shoreline park attracts tourists and residents alike by providing an area to rest and relax and a spatial break to the crowded streets of the Amusement Cluster and the shopping complexes. The Historic Cluster is bound by the old brick buildings of Ghirardelli Square, Haslett Warehouse and The Cannery.



Historic buildings.



GENERALIZED ACTIVITY CLUSTERS

Map 4-10

- 1. Historic
- 2. Working Wharf
- 3. Amusement
- 4. Pier 39
- 5. Municipal Services/Offices
- 6. Residential/Neighborhood Commercial
- 7. Hotel/Motel

Amusement Cluster

The center of the Amusement Cluster is located along Jefferson street, the most congested street in the area. Here, the Wax Museum, Ripley's Believe It or Not and numerous T-shirt and novelty shops compete for the attention of the many tourists they attract. The Amusement Cluster represents a distinct contrast to the function of a working wharf although these two activities have managed to co-exist for some time.

Pier 39 Cluster

Pier 39 and the tourist-oriented businesses on Piers 41, 43, 43 1/2 comprise another distinct cluster. This cluster is connected to the Amusement Cluster by their common attraction to tourists but they supply quite different goods and services. Pier 39 has its own parking garage, landscaped open space, public access to the waterfront (the wooden boardwalk on Pier 41) and Bay excursion services. Although interdependent with the other clusters for its drawing power, Pier 39 can also be viewed as being functionally independent because of its size and relative isolation. In addition, the historic ship *Balclutha* is moored at Pier 43, its high masts capturing the attention of those who enter Fisherman's Wharf at its eastern end.

Municipal Services/Office Cluster

The Municipal Services/Office Cluster is located on the eastern edge of the study area. This cluster, which encompasses almost four city blocks, includes the North Point Treatment Plant (submerged 40 feet into the ground), one of Blue Shield's office buildings (located on Port property) and the Kirkland Bus Yard, which houses many of MUNI's buses. The Municipal Services/Office Cluster might be perceived as unattractive but its uses, particularly the North Point Treatment Plant, are an integral part of any urban environment and must be accommodated. The North Point Treatment Plant is well disguised visually with the use of glass blocks, clinging ivy, and trees. Its presence, however, is sometimes noted by its odor. The Public Utilities Commission is considering relocating the Bus Yard, making the site available for private development and has requested



Working Wharf from Hyde Street Pier.

Working Wharf Cluster

The Working Wharf Cluster is immediately adjacent to the Historic Cluster on the east and the Amusement Cluster to the south. It houses what is left of the waterfront's commercial fishing industry. The Working Wharf is mainly composed of Piers 45, 47, 49 and SWL 302 and 303, and includes the water and berthing space next to these piers. Aside from supplying fish to the surrounding restaurants and sidewalk stands, the Wharf serves as a major fish distribution center for the San Francisco Bay area. The Working Wharf is densely packed with maritime support services such as nautical equipment supply businesses and cold-storage facilities. The historic submarine Pampanito is also moored along the eastern dock of Pier 45. The activity of this cluster not only defines the entire Northern Waterfront but can be viewed as the focal point and rationale behind the surrounding tourist-oriented businesses.



Office buildings on Beach Street.

that the area be rezoned RM-2. The heights of the buildings in the Municipal Services/Office cluster act as a buffer between Pier 39 and the Residential Neighborhood Commercial Cluster which follows.

Residential/Neighborhood Commercial Cluster

The Residential/Neighborhood Commercial Cluster neither attracts the tourists of the other clusters nor possesses the visual and historic interest of the waterfront. But this Cluster is the location of most of the study area's residential uses, combining public housing projects with moderately expensive apartments and condominiums.

Office uses are located throughout and the residents of this area frequent the local theater and the local-serving commercial complex which encompasses the North Point Shopping Center and Cost Plus. The area serves a retail function for San Francisco residents as well as the residential district and also offers convenient parking areas.



Housing above neighborhood serving businesses.

Hotel/Motel Cluster

The Hotel/Motel Cluster, located around Columbus, Leavenworth, Mason and Bay Streets, offers the Fisherman's Wharf area more than 2,000 guest rooms for tourists and other visitors. The area has eight hotels: Howard Johnson's Motel Lodge at 580 Beach Street, Holiday Inn at 1300 Columbus Avenue, Marriot Hotel at Bay Street and Columbus Avenue, Travelodge Fisherman's Wharf Motel, Ramada Inn on Columbus Avenue, Wharf Inn at Fisherman's Wharf at 2601 Mason Street, Travelodge at the Wharf Motor Hotel and the Sheraton at Fisherman's Wharf at 2500 Mason Street. With the exception of the Travelodge Fisherman's Wharf, these hotels are clustered into a four block area, and are separated only by the street and sidewalks.



Hotel on Beach between Leavenworth and Jones.



Hotel on Columbus between Beach and North Point.

**Figure 4-10: NORTHERN WATERFRONT STUDY AREA
HOTEL SUPPLY**

<u>HOTEL</u>	<u>ROOMS</u>
Sheraton at Fisherman's Wharf	525
Travelodge At the Wharf Motor Hotel	250
Wharf Inn At Fisherman's Wharf	51
Holiday Inn	580
Mariott	258
Ramada Hotel	231
Howard Johnson's Motor Lodge at Fisherman's Wharf	<u>128</u>
TOTAL EXISTING (January 1987):	2,023
Clarion	374
Super 8	194
Pier 45	<u>500</u>
TOTAL PROPOSED:	1,068
GRAND TOTAL:	3,091

*San Remo (2237 Mason Street, 62 Rooms), a bed & breakfast hotel and Travelodge Fisherman's Wharf (1201 Columbus Street, 24 Rooms) on the west side of Columbus Street are both beyond the Northern Waterfront Study area.

SOURCE: Northern Waterfront Land Use Inventory, San Francisco, Department of City Planning (DCP) 1985-86.

Three proposed hotels, the Clarion, Super 8 (located in the same area) and Pier 45, would add an additional 1,068 rooms totaling 3,919 or an increase of 53 percent for the Northern Waterfront study area. Their location would be conveniently within short walking distance of Aquatic Park, Fisherman's Wharf, Ghirardelli Square, The Cannery, Pier 39 and the Amusement Cluster. (See Map 4-11 for the location of existing hotels and Map 4-12 for the location of the proposed hotels' project sites.)

4.5 ISSUES, OPPORTUNITIES AND CONSTRAINTS

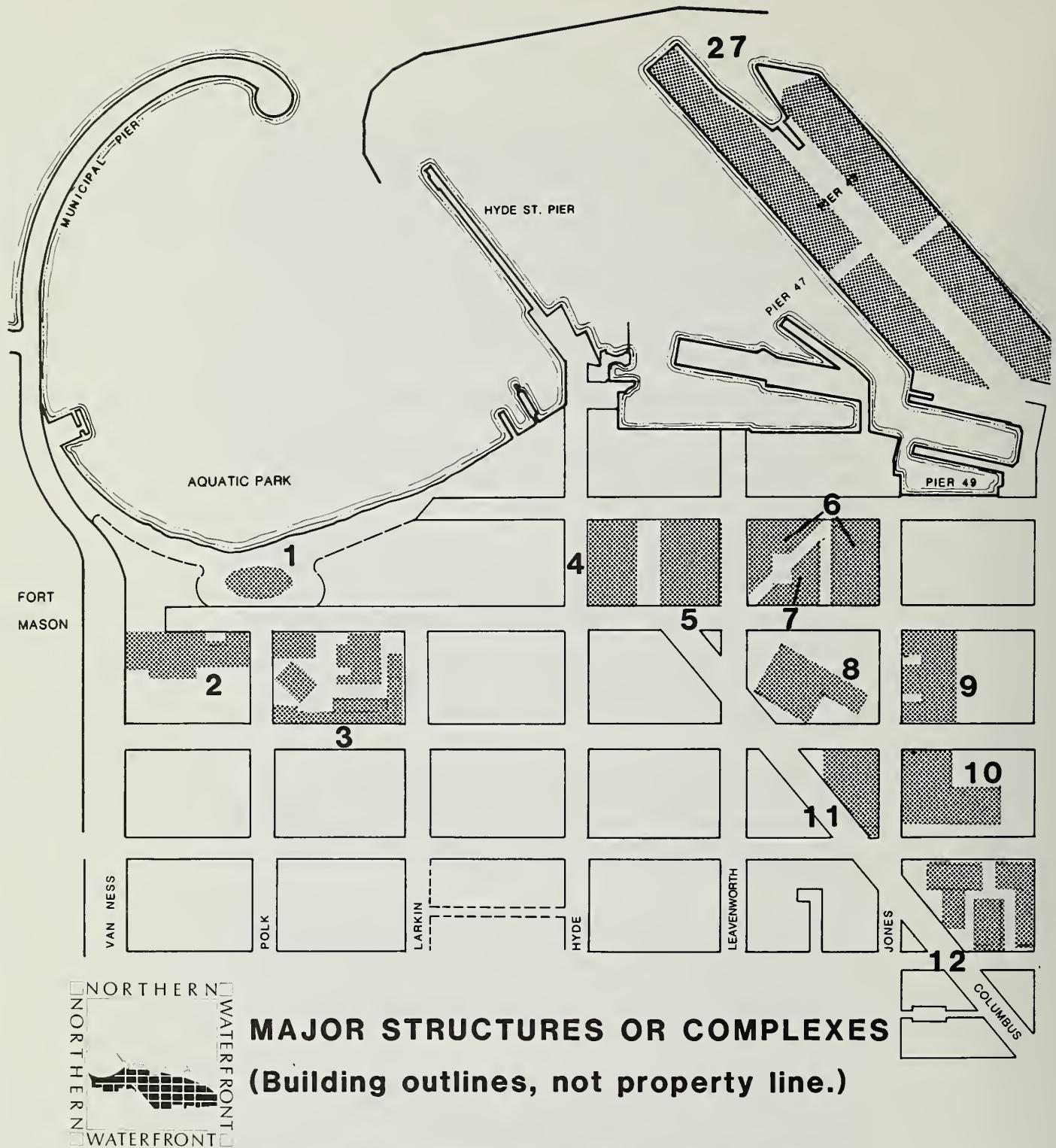
The information and findings of this chapter indicate that the Northern Waterfront is an extremely diverse district of the city given its small land area.

The land use inventory provides a picture of the study area for a base year or the setting at a given point in time. It also depicts a historical direction of how the study area has changed over the past years. Tourist-oriented uses, such as hotels and parking lots or structures, have become more numerous over the years, while maritime and industrial uses have declined. The fishing industry, which was the reason the area became attractive to the tourists, has declined.

The issues listed below are derived from the land use inventory analysis. Each issue is immediately followed by several strategies that would resolve the problems. In some cases, alternative strategies have been proposed. Map 4-12 locates the land use issues and proposals.

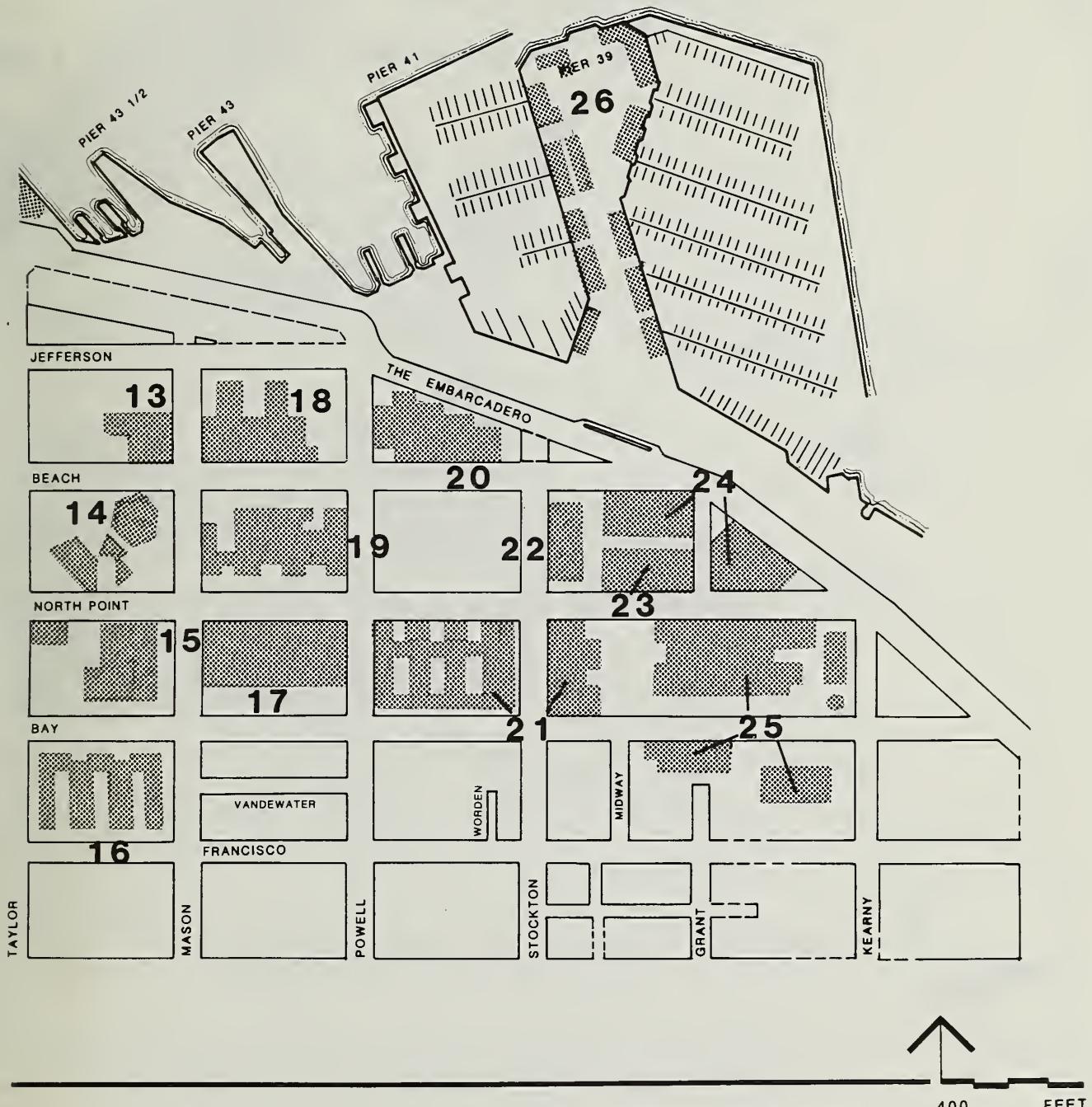
- Non-maritime uses overshadow maritime uses. In fact, the subarea which contributes the most to the image of the Northern Waterfront, the Working Wharf, comprises a surprisingly small portion of the total land area. Parking and hotel/motel uses predominate in the Northern Waterfront area.

Support the implementation of the Port's Hyde Street Pier and Pier 45 development program to meet the facility needs of the fishing industry.



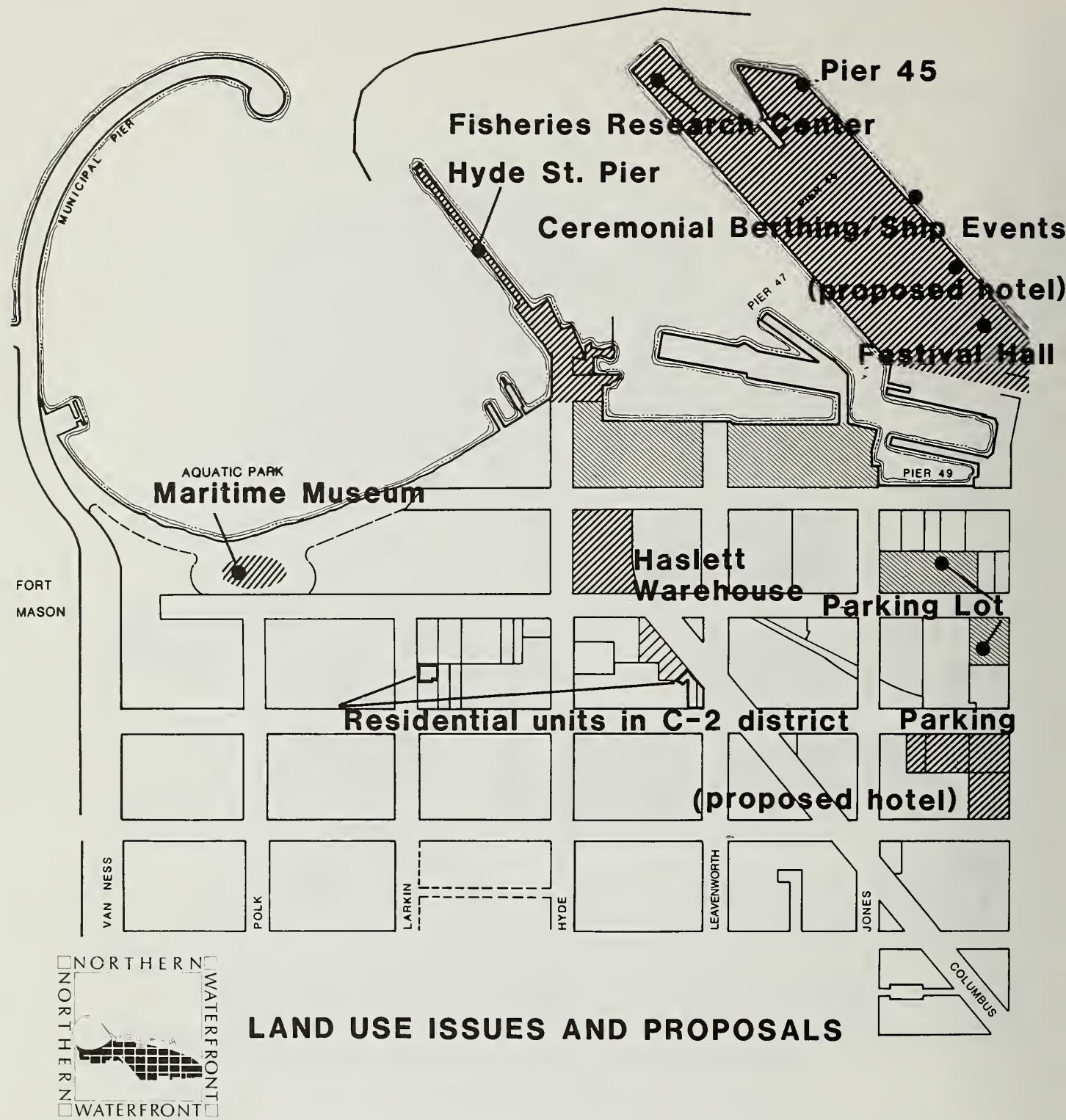
1. Aquatic Park Bathhouse (Maritime Museum)
2. Bancroft/Whitney (Eastman Kodak)
3. Ghirardelli Square
4. Haslett Warehouse
5. Cannery
- 6./7. Anchorage/Howard Johnsons
8. Holiday Inn
9. Holiday Inn
10. Ramada Hotel
11. Marriott Hotel
12. North Beach Place

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Map 4-11

13. Wharf Inn
 14. Longshoreman's Hall
 15. Cost Plus
 16. North Beach Place
 17. Northpoint Shopping Center
 18. Travelodge-at-the-Wharf
 19. Sheraton Inn
 20. Pier 39 Parking Garage
 21. Northpoint Apartments
 22. Otis Building
 23. Williams/Sonoma Hdqs.
 24. Blue Shield
 25. Northpoint Treatment Plant
 26. Pier 39
 27. Pier 45

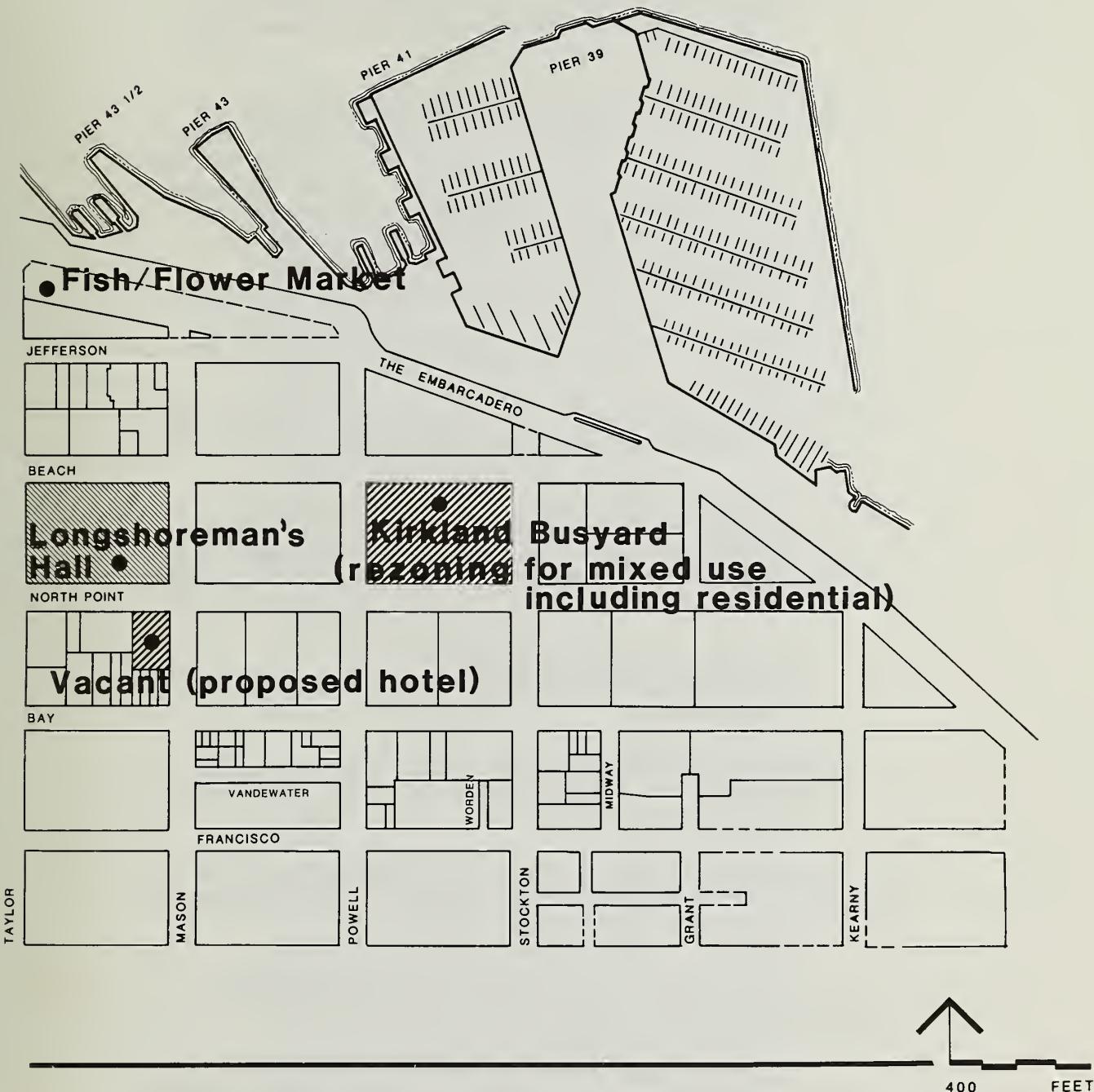


Proposed Project Site



Opportunity Site

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Map 4-12

Support the Fisheries and Environmental Research Center proposed at Pier 45 or in an appropriate site within the Northern Waterfront.

- The central area is already intensely developed and congested with traffic. Within that area are a number of soft sites. These include sites on which the existing development is significantly lower than current zoning would allow, such as the block bounded by Jefferson, Taylor, Beach and Jones Streets, and/or sites the current use of which may be abandoned in the foreseeable future, such as the Longshoreman's Hall.

Reduce allowable density of new development in the area.

Control new uses to assure diversity of uses which will lessen the amount of increased congestion.

- The geographic extent of the "tourist" area has expanded over the years. For example, conversion of Ghirardelli Square completed in 1968, expanded the area west and the development of Pier 39 in 1978 expanded it east.

Restrict the boundaries of the area in tourist-commercial uses and permitted to control its further spread.

- Hotel uses have increased. The number of rooms has expanded 425% in the past nineteen years from 385 to 2,023 rooms.

Hotel uses are already a Conditional Use. Determine whether additional hotel rooms and in what locations are "necessary and desirable."

- Twenty housing units located in the C-2 zoning on Columbus and Larkin Streets stand risk of being converted to commercial uses.

Citywide interim controls in effect and being developed prevent residential conversion and demolition and may preserve existing units in the C-2 commercial district. Alternatively, housing units could be rezoned for residential use consistent with the abutting RH-3 zoning.

- As the area increasingly caters predominantly to tourists, it appears to be losing its role as a resource used by San Francisco residents.

Develop opportunity sites with uses of local appeal which could be strongly encouraged; for example, a public fish, vegetable and flower market and a festival hall.

Strengthen the existing non-commercial attractions with capital improvements that enhance the historic character of the area. Promote a major component of the Haslett Warehouse as a national Maritime Museum which could include additional public display space for San Francisco history. Retain and restore the Aquatic Park Bathhouse (Maritime Museum) for public use as a visitor's center and programming space for GGNRA. Promote berthing of historic ships at the historic portion of the Hyde Street Pier. Promote ceremonial ship events on the eastern edge of Pier 45

- Residential units make up a large portion of the land use in the South of Jefferson Street subarea. They are clustered south of North Point Street, extending to the study area boundary on Francisco Street. The area lacks a neighborhood character.

Expand the residential area by rezoning Kirkland Busyard for residential use.

Adopt guidelines to assure new residential projects promote a neighborhood character and are oriented towards adjacent existing housing.

- Neighborhood-serving commercial services are deficient. Only fifteen personal service establishments exist in the South of Jefferson Street subarea. Certain needed services are not available, for example, laundromat and shoe repair.

Promote storefront space in new development projects that would allow a competitive market for neighborhood-serving businesses.

4.6 APPENDIX

4.6.1 RESEARCH METHODOLOGY

The data used for this chapter was gathered and analyzed by a variety of methods. The majority of the land use data was compiled by several interns working for the Department of City Planning. From December 1985 to October 1986, square footage information for businesses was gathered by telephone or from field inventory and when not available, estimated from maps and aerial photographs of the study area. The type of occupancy for each lot and other land use information was also gathered in the same time period. The data and figures in this chapter are not exact but are meant to give an overall picture of the existing land use patterns. However, in many cases gross square footage for individual occupants of commercial buildings and for residential complexes are available in the study's data base and are as accurate as possible for this level of information.

The study area has been divided into two subareas in order to distinguish between land area under the Port's jurisdiction and that under the City and County of San Francisco. Due to this division of regulatory authority, the organization and availability of data on the two subareas is quite different. Exact square footage figures leased by individual businesses were available from the Port's Property Department. For the South of Jefferson St. subarea exact square footage figures were more difficult to obtain as business and property owners were not available and employees usually did not have access to this kind of information.

On the other hand, for the South of Jefferson St. subarea, exact lot dimensions within each block are readily available from the Assessor's Block maps. The Port does not have exact boundaries to define Seawall Lots (SWL) and Piers. The Port's Engineering Department does have total square footage figures for the Piers, but the sizes for the Wharf areas had to be estimated from maps of Port property. Individual businesses lease building and open area according to their needs. The division of uses on the Port

property is therefore random and difficult to estimate. For example several buildings on SWL 302 actually sit on the Jones Street right-of-way. There are several other areas on Port property between Pier 45 and the SWL that are "unidentified" or unlabeled. For purposes of this inventory, these areas have been labeled Wharf J1, J3, and J6 (see Map 4-6). These designations are geographic and are not necessarily matched to the Port's property information system for recording businesses leases or licenses. These differences in information make it difficult to calculate the total lot area distribution by use on Port property.

TABLE 4.6.2: DEFINITIONS OF DEPARTMENT OF CITY PLANNING USE CODES FOR NORTHERN WATERFRONT LAND USE INVENTORY

01	<u>office</u>	all primary office space including headquarters; includes conversions from other uses, such as warehouse or industrial.
01A	<u>secondary office</u>	subsidiary office support for office headquarters, data processing, etc. Small scale, low-cost professional office space; includes architects, attorneys and CPA's, travel agencies, realty companies.
02	<u>branch bank</u>	walk-in customer banking facilities separately identified from rest of space in the building. Separate automatic-tellers are not counted as branch banks.
03A	<u>retail</u>	stores, shops, and galleries; lower-story space and free-standing buildings with goods for sale, serving walk-in customers related to direct sales, services accessible to the public.
03B	<u>large scale wholesale-retail/showroom</u>	retail/wholesale activities that use larger amounts of space, primarily for the display of large goods, such as furniture and fixtures or appliances; wholesale/retail showrooms, including antiques dealers; galleries displaying and selling large works, such as sculptures or paintings.
04	<u>restaurant/bar</u>	all codes noted below: 04A, 04B, 04C and 04D.
04A	<u>coffee shops, full-service restaurants</u>	
04B	<u>fast food, sit-down delicatessens less than 50 chairs</u>	
04C	<u>take-out, (without tables & chairs)</u>	
04D	<u>bars</u>	

05	<u>other</u>	<u>Building and Land Area.</u> Miscellaneous public and private uses not classified elsewhere, such as PG&E substations, pumpstations, gasoline storage tanks, and other utility equipment installations.
05X	<u>other vacant land</u>	<u>Land Area Only.</u> Easements and freeway ramps, railroad right-of-ways; does not include parking lots (09A) or vacant lots (21).
06	<u>residential hotel</u>	facilities with rooms to let for the day, week, or month. As opposed to an apartment, a residential hotel would have a registration desk. Only units defined and regulated in the Residential Hotel and Demolition Ordinance.
06A	<u>shelter</u>	temporary shelters or boarding homes; not a residential dwelling unit.
07	<u>tourist hotel/motel</u>	short-term, hotel and motel accommodations used by guests (transient visitors).
08	<u>residential</u>	apartment buildings and other housing units. Does not include private garages (see below, Code 09).
09	<u>parking</u>	<u>Building area only.</u> Attended garages including public parking located in hotels, office or retail facilities, and parking that is part of a major residential complex.
09A	<u>parking lot</u>	<u>Land Area Only.</u> Parking attended or not attended. Accessory buildings for attendants are temporary buildings and considered part of land area. Includes parking lots under freeways.
10A	<u>automotive sales/rentals</u>	service stations, auto parts sales, showrooms for car sales and rentals.
10B	<u>automotive/ sales/rentals service</u>	auto repair garages (e.g. for bodywork, painting, etc.); also truck and bus repair facilities.
10C	<u>auto wrecking and storage</u>	auto wrecking with direct sales activity and related storage.
10X	<u>storage lot</u>	<u>Land Area Only.</u> Includes lots used for storage of goods, equipment, or vehicles, as well as junkyards.

11A	<u>distribution/warehouse</u>	storage space for goods or equipment; <u>no direct retail sales activity</u> ; some trucking for distribution. (If trucking or other transportation is primary activity, use code 11B below.)
11B	<u>transportation</u>	trucking and other freight and passenger transportation services, including associated warehousing, repair and maintenance, and dispatch services.
12	<u>manufacturing</u>	on-site production or processing, including industrial activities and building materials processing (e.g., sand and gravel or cement plants); artists or crafts studios, <u>where production is the primary function</u> . (Artists <u>live/work</u> studios are code 20.)
13A	<u>commercial services</u>	establishments that provide a service, not a product and that are <u>not in office space</u> ; includes construction and special-trade contractors, repair services (except motor-vehicle repair), building maintenance/security services, and equipment rental, home services, and blueprinting, house and repair services; includes sub-contractors.
13B	<u>convenience/personal services</u>	generally neighborhood-oriented services <u>not in office space</u> ; personal services including barber shops, hairdressers, dry cleaners, shoe repair, and other convenience services such as photocopying and massage establishments; instructional services not certified by state education.
14	<u>government</u>	public government-owned and occupied <u>office</u> space and government social service facilities.
15	<u>educational</u>	public and private schools and colleges.
16	<u>institutional</u>	public museums, churches, libraries, firehouses, police stations, concert halls, and other cultural facilities, daycare centers, hospitals include medical office and related facilities. Neighborhood centers not publicly owned but open to the public.
17	<u>public open space</u>	public parks and other landscaped areas open to the public; does not include freeway ramps.
18	<u>entertainment</u>	movie theaters, arcades, nightclubs, movie houses, "peep shows", dance halls, assembly; private recreation and adult entertainment.

19	<u>vacant buildings or floors in buildings</u>	space that it would be possible to occupy but the potential use is not apparent. Use this code <u>only</u> if the intended use is not clear. Generally, vacant space should be coded according to its evident use: office, retail, residential, with the designation (V), see below.
20	<u>live/work</u>	studio space in which the artist or craftsman <u>both</u> lives and works. An artist residence separate from the work space (e.g., upper-story residence above workshop) is classified as residence (code 8). A separate artist workspace or studio is classified as manufacturing/construction (code 12).
21	<u>vacant lot</u>	<u>Land area only.</u> Primarily unimproved lots, no business activity.
V	<u>vacant</u>	vacant <u>building space</u> designation, to be used in conjunction with other use codes; e.g., (1)V for vacant office. If the use is not evident, code 19 should be used, see above.
UC	<u>under construction</u>	space in the process of being built or renovated, that is <u>not</u> ready for occupancy. Newly constructed or renovated space that is ready for occupancy should <u>not</u> be included in this category, but should be coded according to its apparent use (generally office or retail). Use the (UC) code in conjunction with other codes indicating type of space, i.e. (1)UC for office space under construction.
M	<u>maritime</u>	activity and space directly related to port operations and shipping services. Storage facilities on piers, ship repair, fishing boat/ship berthing space, to be used in conjunction with other use codes; e.g., (12)M for maritime manufacturing.

5.0 URBAN DESIGN

5.1 INTRODUCTION

Fisherman's Wharf is the best-known feature of the Northern Waterfront study area. Yet the name Fisherman's Wharf today refers to an area radically different from that of 20 years ago. From a small cluster of restaurants occupying two small blocks, Fisherman's Wharf now commonly includes the entire, largely tourist-oriented strip from Ghiradelli Square on the west to Pier 39 on the east. In the last 20 years, profound changes have altered the image, character and structure of the Wharf Area.

For many years Fisherman's Wharf has enjoyed its role as a major California tourist attraction. Sustaining the attractiveness of a successful tourist center is always a sensitive and difficult task, efforts to increase attendance and/or profits frequently bring new problems. Fisherman's Wharf has not been immune to the pressures and sometimes destructive forces unleashed by its very success, nor is it immune to competition from other cities and towns making common what were once unique features. The challenging physical problems of the area cannot be properly corrected without also addressing how Fisherman's Wharf positions itself in a changing market place.

This chapter examines the physical form and character of the extended Wharf area in order to identify the strengths and weaknesses of the built environment. The ways in which a typical visitor finds the Wharf, the visitor's impression of the area, and the effects of the pattern of development and land uses on that visitor will all be discussed.

5.2 FINDING FISHERMAN'S WHARF

Fisherman's Wharf ought to be an easy place for a visitor to find, since it is on the waterfront. But many visitors find San Francisco a very confusing place. The simple grid drawn on maps appears quite different when laid over precipitous hills and valleys. Adding to the possible confusion is the frequent difference between what the visitor thinks he is looking for and what Fisherman's Wharf actually

looks like. Its not always easy to tell when you have arrived.

The first impressions of a destination and the initial experiences involved are important. If the destination is pleasant and memorable, the visitor will want to come back and will encourage others to visit. If it is frustrating and unpleasant, they may become ambassadors of ill-will. Many visitors arriving by auto, for example, quickly discover that finding Fisherman's Wharf is one thing and finding a parking place is another. The confusion, congestion and delay involved in parking can make arrival a trying experience.

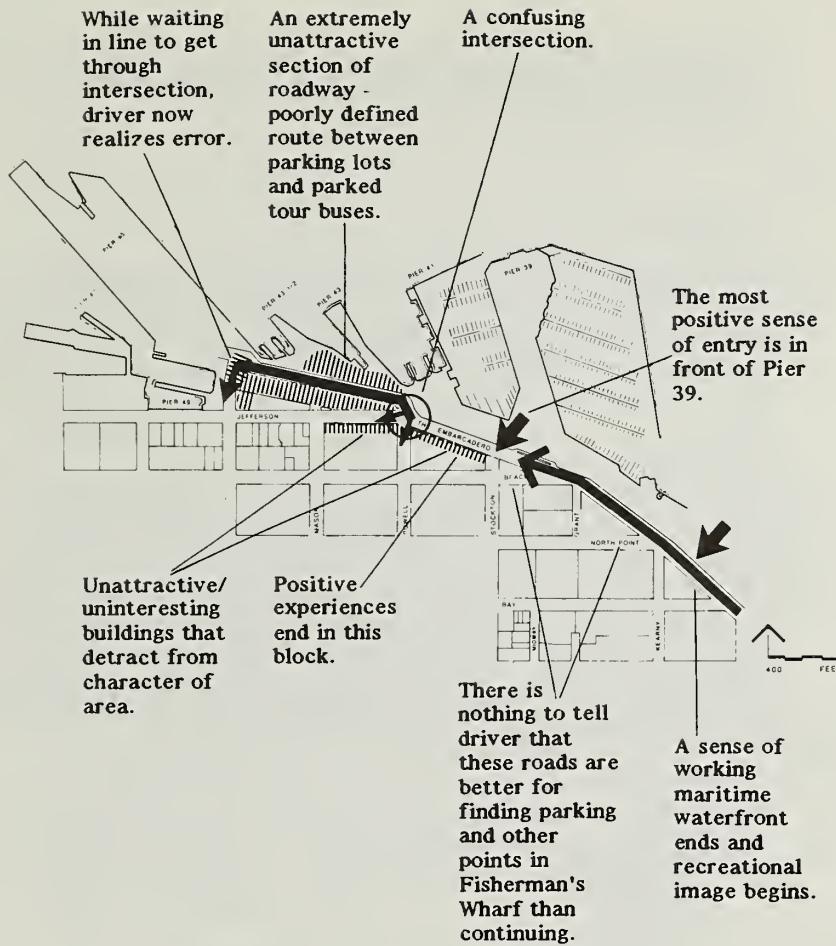
Most visitors approach Fisherman's Wharf by automobile, cable car, or on foot. Each major pathway is here examined in order to discover any problems or deficiencies a typical visitor might encounter. Special recommendations for their correction should be included in the plan proposal scheduled for completion later this year.

5.2.1 APPROACHING FISHERMAN'S WHARF BY AUTOMOBILE

The Embarcadero

Approaching Fisherman's Wharf along The Embarcadero is an impressive experience offering a rich sequence of images. The pier buildings provide considerable visual unity derived from the repetition of monumental beaux arts styled facades and the rhythm of spaces between the pier buildings. Each space frames a different view of the Bay. The bold architecture of the pierhead buildings has the presence to balance the broad width of the Embarcadero right-of-way, which includes both traffic lanes and railroad tracks. West of Pier 23 the roadway is much less defined, and the spacing of the piers and their architecture becomes more irregular (Figure 5-1).

Moving closer to Fisherman's Wharf, a visitor passes the last of the row of industrial pier buildings (Pier 35), and then a waterfront park before the picturesque cluster of buildings on Pier 39 come into view. With this change in form comes a functional change from working pier to recreational pier.



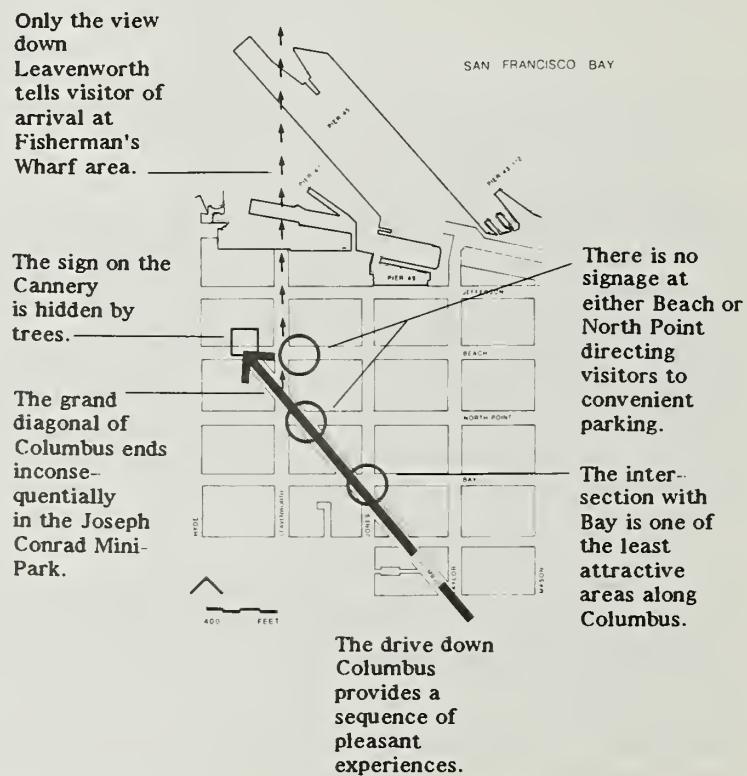
The Pier 39 pedestrian bridge, connecting the parking garage on the inboard side of the Embarcadero with the pier, serves as a kind of entry gate to the Fisherman's Wharf area for drivers and pedestrians alike. It also might serve as a warning: from this point on the circulation system becomes increasingly confusing and frustrating as one drives into Fisherman's Wharf. The lack of visual and directional clarity and the frequent lines of waiting traffic in this area quickly turns the experience of arriving at the wharf area into an unpleasant sense of entrapment.

The primary problem with The Embarcadero approach is that there is nothing to forewarn the driver that the road leads only to a no-mans-land between unattractive parking lots, after which the driver is forced to turn onto Taylor Street with no guidance as to which way to go. The Embarcadero and Powell intersection is perhaps the most vague and confusing place, where the division between roadways and

parking lots is poorly defined. Trapped in a traffic jam at Taylor and Jefferson is a poor way to end a trip so promisingly begun.

Columbus Avenue

Traveling along Columbus to the Wharf area provides a rich and rewarding experience. Starting at Washington Street at the foot of the TransAmerica Pyramid, Columbus leads the traveler from the Financial District through a succession of distinctive areas ending finally at Fisherman's Wharf. The termination of Columbus Avenue at the Joseph Conrad Mini-Park, located between Columbus Avenue, Beach Street, and Leavenworth Street, is an attractive place in its own right. The view down Leavenworth Street at Columbus Avenue offers a layered vista including boats, the sheds of Pier 45, Alcatraz Island, and Angel Island in the background. Unfortunately, the trees partially obscure The Cannery Building, reducing the arriving visitor's sense of orientation. There is little to inform the visitor that he or she has arrived (see Figure 5.2).

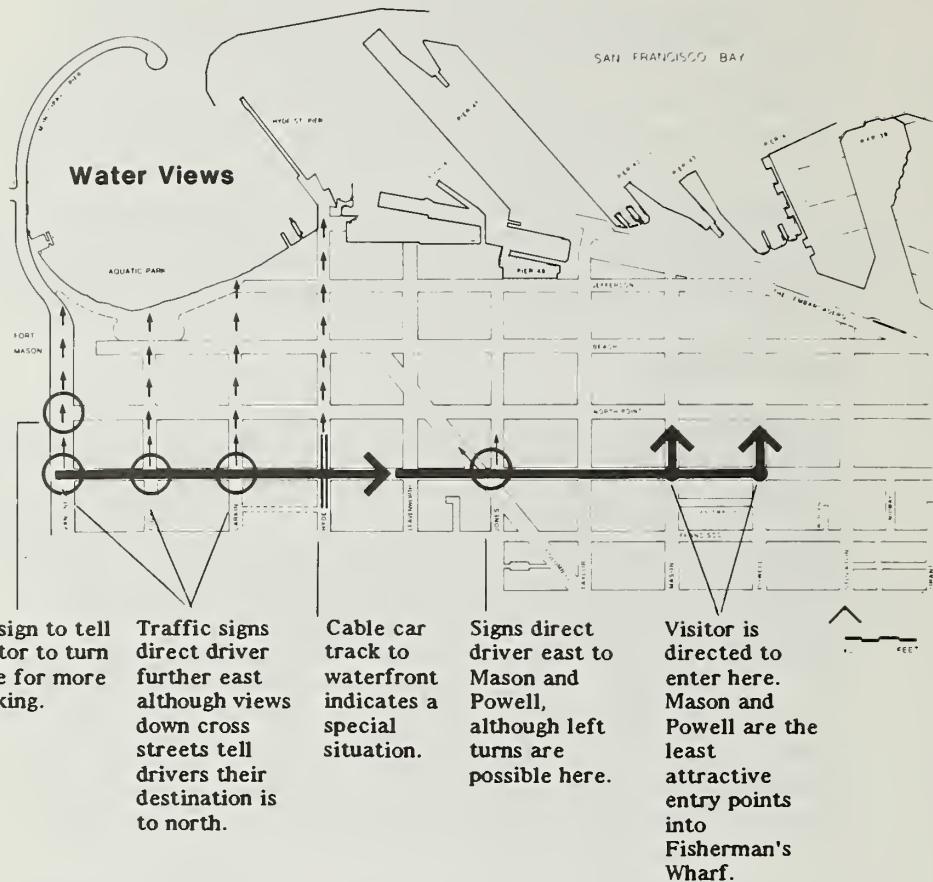


The "Cannery Cinema" sign at the corner, although incompatible with the design of the historic Cannery building, provides useful information as The Cannery is a widely-known landmark in the waterfront area. Moving the Cannery's own sign to the western part of its facade, clear of the trees, would improve visibility from Columbus Avenue, reducing reliance on the cinema sign. The Joseph Conrad Mini-Park lacks a visual feature or symbol matching the strength of the Columbus axis, a feature which would inform visitors that they have arrived at Fisherman's Wharf.

Bay Street

Bay Street does not lead into Fisherman's Wharf, but runs along its southern boundary. Drivers arriving from Marin County or the western districts of the city traveling east on Bay Street could easily miss the Wharf completely if they didn't glance to their left, catching the Bay views down the side streets. Many of the cross streets provide excellent introductory views of the area. Van Ness Avenue, for example, offers a view of Aquatic Cove and the Municipal Pier. Looking down Polk Street at the intersection of Bay and Polk Streets, visitors get a good view of the bay and the Marin Hills over the roof of the handsome ship-shaped Maritime Museum. Larkin Street also offers pleasant bay views of the elegant tower and roof sign of Ghirardelli Square (see Figure 5-3).

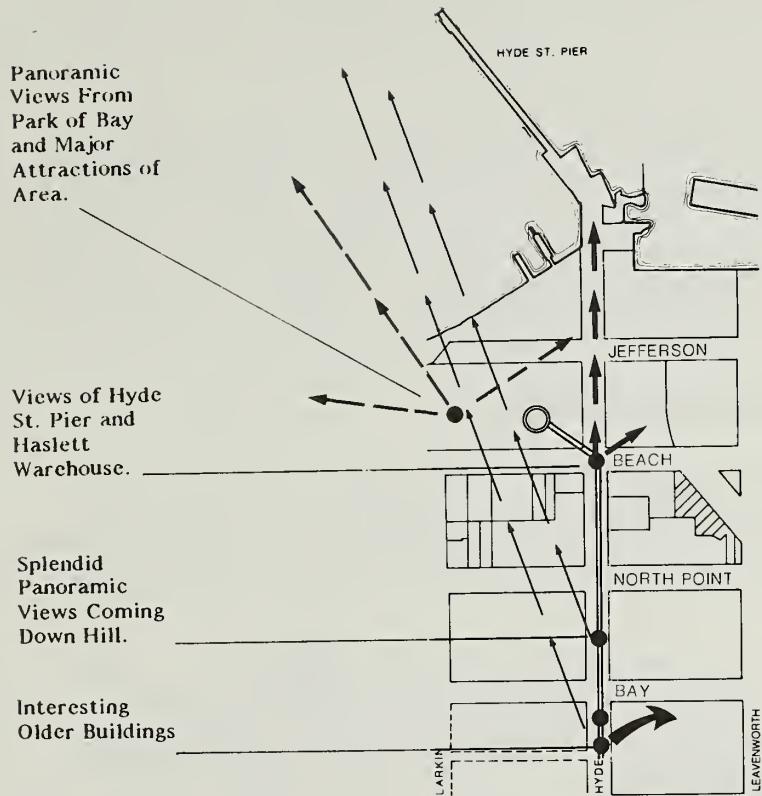
Although the views invite drivers to make left turns off Bay Street at Van Ness Avenue, Polk or Larkin Streets, traffic signs direct them to continue further east on Bay Street. Again, although left turns are permitted at Columbus Avenue, signs direct drivers all the way down to Mason and Powell Streets, two of the least attractive streets entering Fisherman's Wharf.



5.2.2. APPROACHING FISHERMAN'S WHARF BY CABLE CAR

Powell-Hyde Line

Riding down the north slope of Russian Hill on the Hyde Street line the visitor is treated to a superb long-range vista of the Bay, the entrance to the Hyde Street Pier,



Hyde St. Line

Alcatraz Island, and Angel Island. These spacious views are visible from the top of the hill to the terminal in Victorian Park. Attractive buildings along upper Hyde Street with bay windows, finely textured facades and decorated cornices so often associated with San Francisco add to the drama and excitement of this approach to Fisherman's Wharf.

The cable car line ends at the turnaround at the corner of Hyde and Beach Streets. This debarcation area offers the passenger a splendid panorama including Fort Mason, the Maritime Museum, Ghirardelli Square, Aquatic Park, Hyde Street Pier and the historic ships displayed there, the Bay, the Golden Gate Bridge, and Alcatraz and Angel Islands. Some of the buildings of Fish Alley are also within view. Thus visitors are provided not only with a magnificent view but also with visual information to enable choices about where to walk, which areas to visit, and direction to follow.

The elevation above the mostly flat waterfront and the absence of view-blocking buildings allow an almost unobstructed view of the western part of Fisherman's Wharf.

The small buildings, picket fence and street lights at the cable car terminal were designed in a historical fashion to fit into the theme of Victorian Park. While well intended, these improvements strike a false note, belonging more to Main Street in Disneyland than to San Francisco. The ticket vending booth, which was added later, is a modern design in chrome and plastic and does not match the remainder.

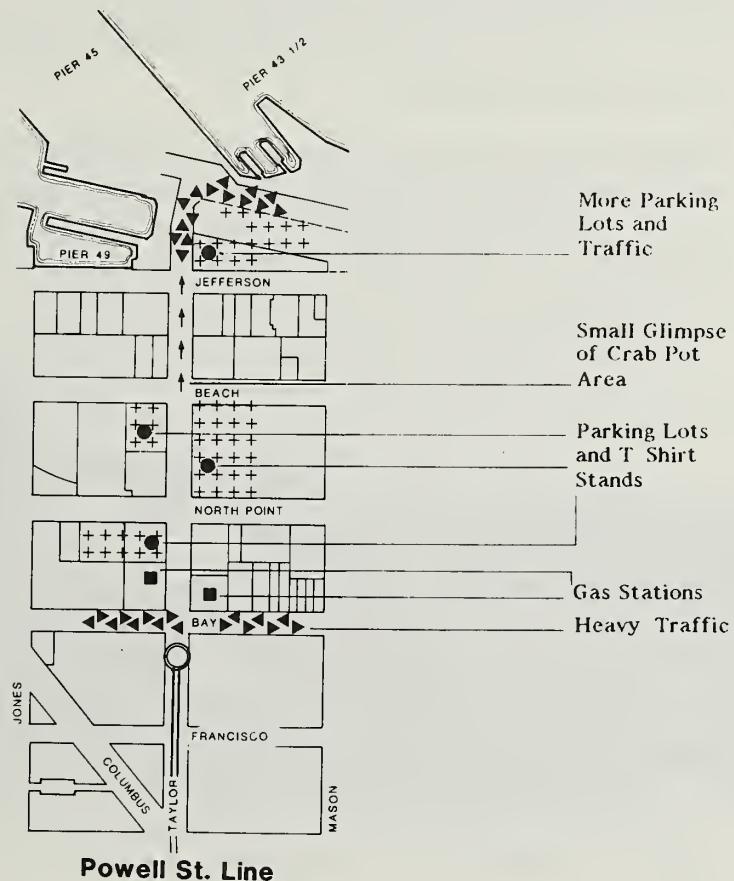
The Powell-Mason Line

The cable car turn-around on Taylor Street is not an attractive entry point to Fisherman's Wharf. The Powell-Mason line turns into Taylor Street at Columbus Avenue, and ends just short of Bay Street, four blocks away.



The noise of the cable car operation at the Northern end of the Powell-Mason line must disturb residents while the grimly designed buildings hardly welcomes visitors.

from the waterfront and separated from Fisherman's Wharf by the heavy flow of through-traffic on Bay Street. The cable car operation and the large number of tourists waiting in line or passing through are incompatible with residential use, creating a continual disturbance for the residents of North Beach place public housing complex. The bunker-like appearance of the buildings and the lack of entryways from North Beach Place onto Taylor Street in turn create a bleak environment for the cable car terminal. The bland design of the cable car turn-around itself does little to improve the situation. The large planter box with flowers separating the queuing area from the heavy traffic on Bay Street is a nice idea, but is not sufficient to make people feel that they have arrived at a major California tourist attraction (see Figure 5-5).



Walking toward Fisherman's Wharf after disembarking from the cable car the visitor is greeted by gas stations on both sides of Taylor across Bay Street. Southbound one-way vehicular traffic on Taylor adds little to an unattractive symmetry. The ubiquitous cobra street lamps assume an unwarranted importance in the view down Taylor Street. A sign at the cable car turn-around stating "Fisherman's Wharf - 3 blocks" reinforces the impression that one has not yet arrived at one's destination. In strong contrast to the other cable car terminal, this entrance to the waterfront area is inappropriately located, not well designed, and provides few visual rewards for the visitor.

5.2.3 APPROACHING FISHERMAN'S WHARF ON FOOT

While relatively few people walk to Fisherman's Wharf, the pedestrian connections along the waterfront are likely to increase in importance as Fort Mason becomes a more significant destination and as new uses activate nearby piers.

The Fort Mason Approach

The Waterfront path from Fort Mason to Aquatic Park reveals a complex and changing view of Bay and Shoreline



The first view of the Fisherman's Wharf area from Ft. Mason presents a striking vista of old sailing ships ringing a graceful cove.

panorama. Moving around the Headlands of Fort Mason, the view of Aquatic Park opens in the foreground with the masts of the historic sailing ships forming a colorful backdrop. In the far distance the two spans of the Bay Bridge and Yerba Buena Island are visible along with the ridgeline of the East Bay Hills. The sequence of spaces is exciting and invites the visitor to walk further and explore the area.

From the elegantly curving Municipal Pier a promenade bends along the sandy beach to Fish Alley, passing the streamlined Maritime Museum, perched like the super structure of an Ocean Liner on the water's edge. On the south side of the promenade, people sit on the bleachers to read, sun, or enjoy the view. Above the bleachers, others sunbathe in wind protected areas while Italian men meet nearby to play bocce ball.

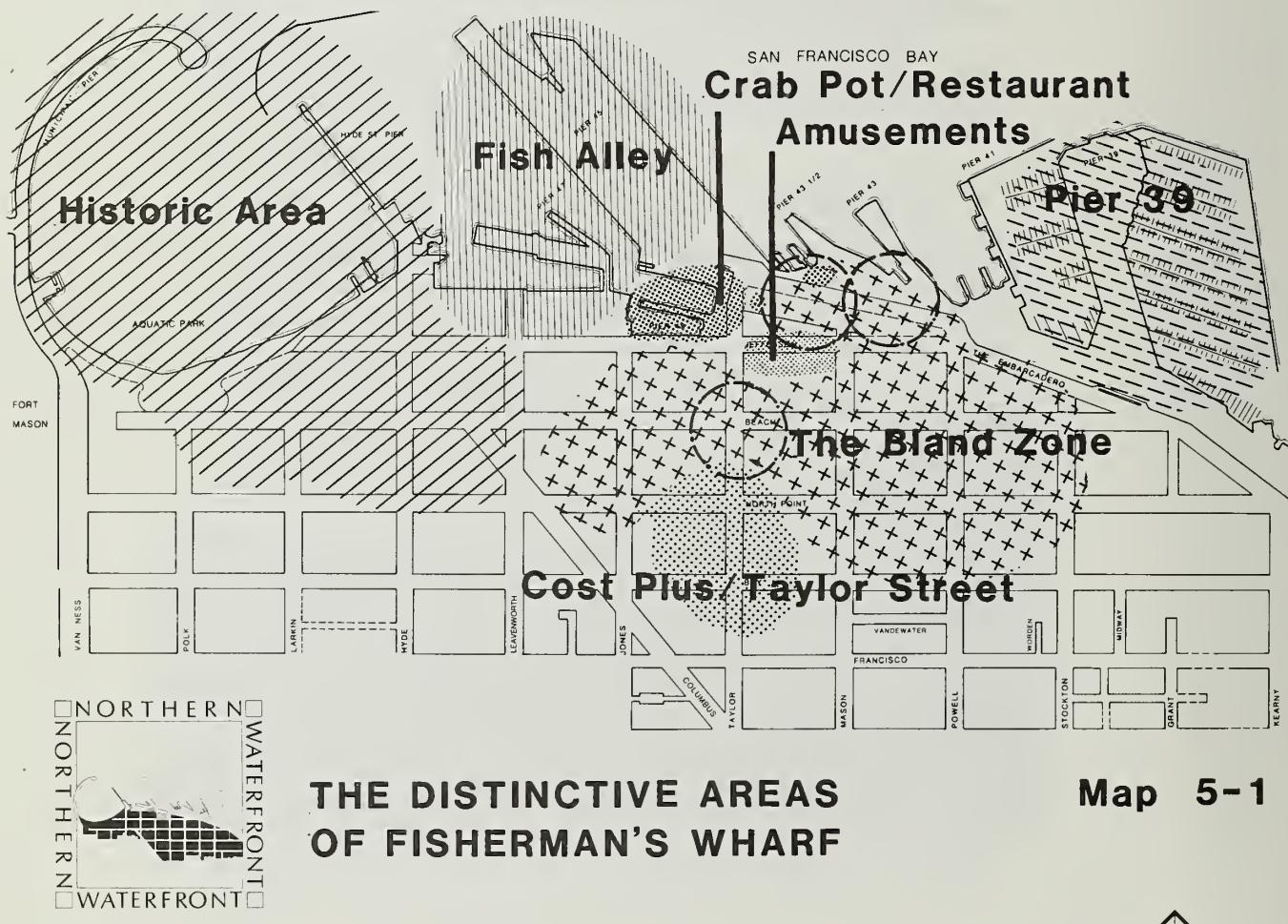
At the end of the promenade starts what is perhaps the single most interesting block in the Wharf area.

The Embarcadero

Each day dozens of runners can be seen running along the Pierheads on the waterside of The Embarcadero from the financial district to and beyond the Wharf Area each day, the more ambitious run from the downtown to Fort Point and back. Among the runners a few pedestrian occasionally can be seen making their way along the waterfront, but no significant numbers. The heavy, fast traffic and lack of a clearly defined pedestrian way secure from vehicles does not make a particularly pleasant place for a stroll.

5.3 THE DISTINCTIVE AREAS OF FISHERMAN'S WHARF

Fisherman's Wharf began as a small complex with an identity built entirely around the catching and preparation of seafood. Today the original "Fisherman's Wharf" is only part of a much larger interrelated area. Within that larger area it is now possible to identify seven fairly distinct subareas (see Map 5.1). These areas differ in both appearance and the nature of the activity taking place in them. Understanding the distinct nature and problems of each subarea is essential to crafting sound long term objectives for Fisherman's Wharf. Requirements of each are different and sometimes conflict. The special characteristics of each area also bear upon the interrelationships between areas. There are common threads—predominantly an orientation towards the visitor—that tie these areas together.



5.3.1 THE HISTORIC AREA

The Historic Area lies entirely west of Leavenworth Street, Victorian Park (a name with little connection to the area) is the center about which the major buildings are arranged.

The Cannery, formerly the cannery of the California Fruit Canneries Association, was turned into a complex of shops and restaurants framing an interior courtyard along the same principles as Ghirardelli Square. Although only three exterior walls are original, the new infill manages to capture some of the spirit of the original. The Cannery visually combines with the adjacent Haslett Warehouse to create a substantial full-block mass of impressive solidity and visual importance.

Haslett Warehouse is currently used as an office building. The Golden Gate National Recreation Area plans to convert the building to a museum and visitor center. The west facade is important in framing Victorian Park. The strength of its facade overwhelms the imitation "Victorian" additions to the square. Along with Ghirardelli Square, it is a major contributor to the image of Fisherman's Wharf.



The Cannery (right) and the Haslett Warehouse (far left) together form a city block of solid brick construction, matching the mass of Ghiradelli in more workman like terms.

The Hyde Street Pier, a fragment of an earlier ferry terminal, is the outdoor component of the Maritime Museum. The pier features a collection of restored late 19th century vessels. The pier entrance has been carefully handled to evoke a turn-of-the-century waterfront that almost convinces. The Hyde Street Pier makes an excellent neighbor to the Haslett Warehouse and the adjacent rowing clubs.



The collection of turn of the century ships and related equipment successfully evokes the waterfront character of the past. Views of Marin Hills in the distance and Fish Alley (to the right) provide a perfect setting.

Ghirardelli Square is the ancestor of all creative re-use projects. Twenty-five years ago the former chocolate factory was transformed into an urban restaurant-retail complex. The newer buildings along Beach Street do not equal the design excellence of the original buildings, yet the overall effect is quite good. The tower and sign are important area landmarks.



The old Ghiradelli Company buildings present a memorable image of the ideal "Victorian" chocolate factory.

The Rowing Clubs, started over one hundred years ago, are a still living part of San Francisco history and testimony to the City's European Heritage. Moved to their present location with the construction of Aquatic Park, their resolutely non-tourist image contributes to the sense of authenticity this corner of Fisherman's Wharf still retains. The clubs play an important role in framing the entrance to the Hyde Street Pier.

Framed by somber brick warehouses, an old collection of fishing industry buildings, and the entrance to the historic ship collection berthed along Hyde Street Pier, this first block of Jefferson provides a compelling introduction to Fisherman's Wharf.



The very name Rowing Club speaks of a special connection to the Bay and the plain no-nonsense buildings announce their disinterest in tourism. They provide a strong frame for the entrance to Hyde Street Pier and impart a sense of realness.

Aquatic Park was finally constructed, after decades of planning, as a W.P.A. project in 1939. The main building and centerpiece of the design, the Maritime Museum, evokes the image of the superstructure of a streamlined passenger ship. Murals and mosaic depicting oceanic motifs complement the nautical exhibits now housed in the building. The sweeping curve of the Municipal Pier frames the entire composition, including speaker towers, concession stands, bleachers and restrooms, all designed in the fully streamlined modern style. The white curving forms of Aquatic Park are visually distinct from the ornate brick factories, warehouses and other older buildings composing the Historic Area. As a public use, it claims the right to be different from the surrounding urban fabric.



The Maritime Museum building stands beside the bay like the misplaced superstructure of a streamlined ocean liner, the center piece and exception to its surrounding.

Miscellaneous Small Buildings. In addition to the large structures listed above are a number of smaller buildings that contribute positively to the image of the Historic Area. The Buena Vista, an old and popular saloon at the S.W. corner of Hyde and Beach, is perhaps the most well known. On the same block facing Victorian Park is 451 Beach which, with the Buena Vista, helps bridge the gap between Ghirardelli Square and the Haslett Warehouse. On Columbus Avenue between Bay and North Point is a row of older houses that contributes to the character of Joseph Conrad Square.

Together the buildings listed above form a distinctive and important subarea. The historic image is supportive of an emphasis upon quality retail shopping. It is essential to maintain and reinforce this quality image both in physical form and image and in the nature of retail activity.



The Buena Vista, at the corner of Hyde and Beach, together with 451 Beach Helps Bridge the gap between Ghiradelli Square and the Haslett Warehouse.

5.3.2 FISH ALLEY

Fish Alley is the last active remnant of San Francisco's fishing industry. It is small in land area, hardly more than a city block stretched along the Bay north of Jefferson between Hyde and Jones. Along Jefferson all that can be seen are a few marine supply stores starting to go "Tourist," a large fuel tank, and a few sheds of unknown function. The views down the narrow alleyways penetrating the area give only a small idea about the function of the area, suggesting only that it is a real working area where seafood is handled. To really appreciate the nature of Fish Alley, one must walk down the alleyways in the early morning hours when they are jammed with trucks, or stand dockside when fishing boats unload. Yet however little is seen along Jefferson, it is vitally important. Those few sheds and marine suppliers are a small fragment of "real" maritime activity that brings home the message "Fresh Fish are brought in HERE!" You can't have a real Fisherman's Wharf without it.

Fortunately the size of Fish Alley is much larger than its actual land area. The area extends outward including the inner and outer boat basins framed by and including the vast sheds on Pier 45. The long no-nonsense sheds of Pier 45 leave no doubt that this is a working place. During the herring season the pier apron bustles with activity and special equipment for unloading fish. This larger working area is harmonious with and supportive of the previously described Historic Area. The Pier sheds, fancy or plain, the fishing boats, bait cages, loading equipment, and the fish wholesaling activities all provide an important sense of "realness" needed to balance and counterpoint the more festive amusement park-like activities to the east.



Pier 45 plays a key role in defining and extending the visual size of the Fish Alley Area.

5.3.3 THE CRAB POT/RESTAURANT AREA

Fisherman's Wharf began here as a small cluster of fish restaurants down by the docks and railyards. The visual focus is the postcard-pretty collection of small fishing boats at Pier 49. The main cluster of old-line fish restaurants are either adjacent or within a short distance of this feature. The covered sidewalks and the sidewalk vendors' crab pots along the west side of Taylor Street between The Embarcadero and Jefferson Streets also play a substantial role in establishing a strong image for this area. While colorful and attractive, the weakness of the Crab Pot/Restaurant area is that the positive visual features defining it are quite small. To the south and east there is little to reinforce the positive qualities and much to detract from them. The extensive asphalt parking lots from Taylor or Powell, while assuring convenient access, do so at a very high price to the area's image. To the degree that image and



Alioto's and Fisherman's Grotto are the most prominent members of the Crab Pot/Restaurant Area. The buildings harmonize more successfully on their western facades.



At the Center of Fisherman's Wharf is a parking lot with a few scattered buildings.



The sweeping bay views that could make this area special are screened by a clutter of signs, vending stands and miscellaneous objects.

character entice visitors come to Fisherman's Wharf, this visual deficiency in the very heart of the district weakens its competitive position. A stronger setting, asserting the position of the crab pots and restaurants as the center of Fisherman's Wharf, would help improve the organization of the entire Northern Waterfront study area.

Newer buildings in and around this area have failed to contribute to its image and character, introducing instead visually bland roadside commercial qualities unsupportive of its role as a major tourist destination. Major alterations of these newer structures in the near future is unlikely. Thus improvement of the waterfront parking lots holds the most likely key to upgrading the Crab Pot/Restaurant Area.

5.3.4 THE COST PLUS AREA

The cluster of brick red buildings occupied by Cost Plus at Taylor and North Point is the first positive feature encountered by visitors arriving at the Taylor Street cable car terminal encounter. The brick warehouses and one painted concrete building have sufficient design unity to present a memorable image, even though they are separated by parking lots and the street. Except for this small group of buildings, however, Taylor Street lacks any coherent order or design unity between Jefferson and Bay Streets. The scattering of large parking lots is most disruptive, particularly on the block of parking for the Longshoremen's Hall. As an important entry point to Fisherman's Wharf, Taylor Street should be an attraction in its own right, rather than merely feeding on the existing foot traffic.



The painted brick building at the corner of Taylor and North Point sets the character of this area. An adjacent plaza (to the right, not shown) holds the potential for a lively outdoor sales area.

5.3.5 THE BLAND ZONE

Over the past 15 years, extensive, large scale development has taken place around Fisherman's Wharf. Old rail yards and obsolete industrial buildings were removed and replaced by modern hotels, motels, office buildings, apartment blocks and parking lots. Virtually without exception these new structures were cut of the same cloth as literally thousands of roadside buildings across the country.

Instead of contributing to the special identity of the area they have worked toward giving it a bland and homogenized appearance. Boring structures combine with open parking lots and dull parking garages to make up a substantial area that is uninteresting to look at or be in. The area is also unpleasant to look upon from the nearby hills. Unfortunately, restructuring the area to achieve more vital street frontages appears too costly and impractical.





The Ferry Arch and Balaclutha, two of the most interesting features of the northern waterfront, are surrounded by parked cars reducing public appreciation and enjoyment.



The long walk from Pier 41 to the center of Fisherman's Wharf must be made either between parking lots or along an extremely dull retail frontage facing a parking lot.

One of the most undistinguished portions of the zone is where it separates the Crab Pot/Restaurant Area from Piers 39 and 41. The historic ship Balclutha and the prominent Ferry Arch are major exceptions, yet stranded in a sea of parking, their value to Fisherman's Wharf is undermined by their setting. The Ferry Arch, which served the train ferries in years past, is tightly surrounded by cars most of the time. A cyclone fence keeps cars from parking inside the gate and damaging the historic structure, which houses the machinery for operating the old ferry loading ramp. The Balclutha appears lost, sandwiched between parked cars, a heliport (steps are now being taken to require relocation of the heliport) and miscellaneous souvenir kiosks and garbage dumpsters. The streams of people trekking back and forth between the Crab Pot/Restaurant and Pier 39 areas are forced to make their way between two unattractive parking lots rather than along the waterfront with its splendid views, the imposing Ferry Arch, and the ship Balclutha. The public does not deserve such ill treatment.

Intense large scale and colorful landscaping is the quickest and most effective remedial action that can be taken to make the inland areas more visually appealing. Flowering vines should be grown on blank uninteresting facades, large trees planted along the streets and other areas, and copious plantings on available balconies could in time give this area a positive image.

5.3.6 THE AMUSEMENT AREA

The visual center of the Fisherman's Wharf amusement area is the Wax Museum. The single block front of Jefferson Street between Taylor and Mason Streets contains the greatest concentration of amusement-park type activities. Amusement-related retailing such as T-shirts, novelties, cookies, cotton candy, posters, etc. also occur in other areas in varying degree. Such uses can be found along Jefferson up to Leavenworth and a substantial grouping occurs on Pier 39, where the electronic arcade announces the amusement theme.

These activities play an important role in making Fisherman's Wharf an attractive destination to many people. It is this mix of adult/youth-oriented attractions that families like: there is something for everyone.



This row of tourist shops with its heavy handed signage belongs in a special amusement zone not facing the attractive inner harbor.

Amusement activities are more effective when concentrated rather than spread out, gaining from the energy and display of adjacent attractions. The amusement area of the Wharf has not achieved the degree of concentration and focus needed to be an visitor generator in its own right.

While amusement and related activities play an important role in the make-up of Fisherman's Wharf, they also can have a negative effect. Their nature is--or tends to be--antithetical to the character of the Historic Area. The intrusion of amusement and related uses along Jefferson west of Taylor increasingly clashes with the character of Fish Alley and the Historic Area, and does not appear compatible with the retailing objectives of The Cannery and Ghirardelli Square. Concentration of amusement and related uses into one compact area (excluding those designed into Pier 39) would benefit both the uses themselves and the surrounding area. What is now a dispersed, weak row of attractions could become a vital center of activity.

5.3.7 PIER 39

Pier 39 has become a major visitor destination in and of itself. Pier 39 is laid out around a central pedestrian area which provides access to shops and restaurants and space for street performers and other activities. There are only a few gaps between the framing buildings where visitors may look out and enjoy the magnificent views of the bay, city and the adjacent marina. Although a large space at the end of the pier offers a few telescopes to explore the distant shoreline, it lacks the amenities that would make the pier end a special place to visit. Walking along the perimeter service roads on the east and west sides is a different experience. Here the commercial nature of Pier 39 is barely evident. One is able to enjoy the panoramic vista and observe the boats in the foreground. The marina on the east side has several narrow quays for pleasure boats, while the western marina has only three piers and accommodates larger commercial boats. The boardwalk on the east side has quiet bays with a view to the Pier 39 marina, the Bay, and Alcatraz Island.



The design of Pier 39 seeks to create a picturesque waterfront setting, the surrounding marina contributes to the ambience.

The Sidney Rudy Waterfront Park is essentially a promenade which extends from west of Pier 35 to the base of Pier 41 and expands in front of Pier 39 into a landscaped entrance plaza. The plaza provides the main ground-level entry to the stores, restaurant and entertainment on Pier 39. Walking west along the promenade from Pier 39, the Red and White Fleet terminal comes into view. The public space on the south side of the building is usually alive with human activity as people come and go or wait for their tour boat to depart. Abruptly west of Pier 41 the promenade ends, leaving pedestrians confused and without a clear idea as to where to continue their walk along the waterfront. A huge parking lot and several undistinguished roadways confront the visitor. Those interested in continuing to walk along the edge of the piers are quickly discouraged because there is no unobstructed walkway. Some may find it more interesting to walk over to the tourist shops along Jefferson Street, while many others elect to walk through the parking lots knowing or guessing that Fisherman's Wharf is located in that general direction. None of these choices are clear, and all lack visual appeal. This extended no-mans-land is a major problem in the organization of Fisherman's Wharf. Pier 39 is too large and important an attraction to be physically divorced from the rest of Fisherman's Wharf. It makes a good eastern anchor for the entire Wharf area, balancing the Historic Area to the west.

5.4 STREET FURNITURE, SIGNS AND LIGHTING

This report has concentrated on identifying the major components that give Fisherman's Wharf its form and character and defining the major design issues. At the other end of the scale, there are a multitude of small things on every street that we tend to ignore when walking about that nevertheless cumulatively affect our reactions in significant ways. Newspaper racks, postal boxes, traffic signals, fire hydrants, kiosks, signs on buildings and on sandwich boards placed in the sidewalk, all demand a certain amount of our attention as we walk about any area. Most people are hardly be aware of such "street furniture" when it is well designed and located. But when these small items are bunched together, they become an eyesore as well as a hazard on crowded sidewalks. On the busy sidewalks of Fisherman's Wharf, they contribute an unnecessary level of irritation.



At the Powell-Hyde turn-table three styles of waste receptical and two styles of kiosks add up to no particular effect.

Newspaper racks are among the worst offenders. Often junky in appearance, chained to light poles, each other, and parking meters in ungainly rows, they degrade even the best areas and make slightly confused areas seem distinctly disheveled.

Fisherman's Wharf makes its living by being a very special place in a city of special places. The use of the standard cobra-head streetlight throughout a large part of the Wharf Area does little to support its special identity. The implicit message is the exact opposite: nothing special here. On the other hand, in too many areas streetlights assume unwarranted importance. At the intersection of Jefferson and Hyde, for example, four different light standards (including the cobra-head) are visible from one vantage point. This detracts from the cohesive identity of the area.

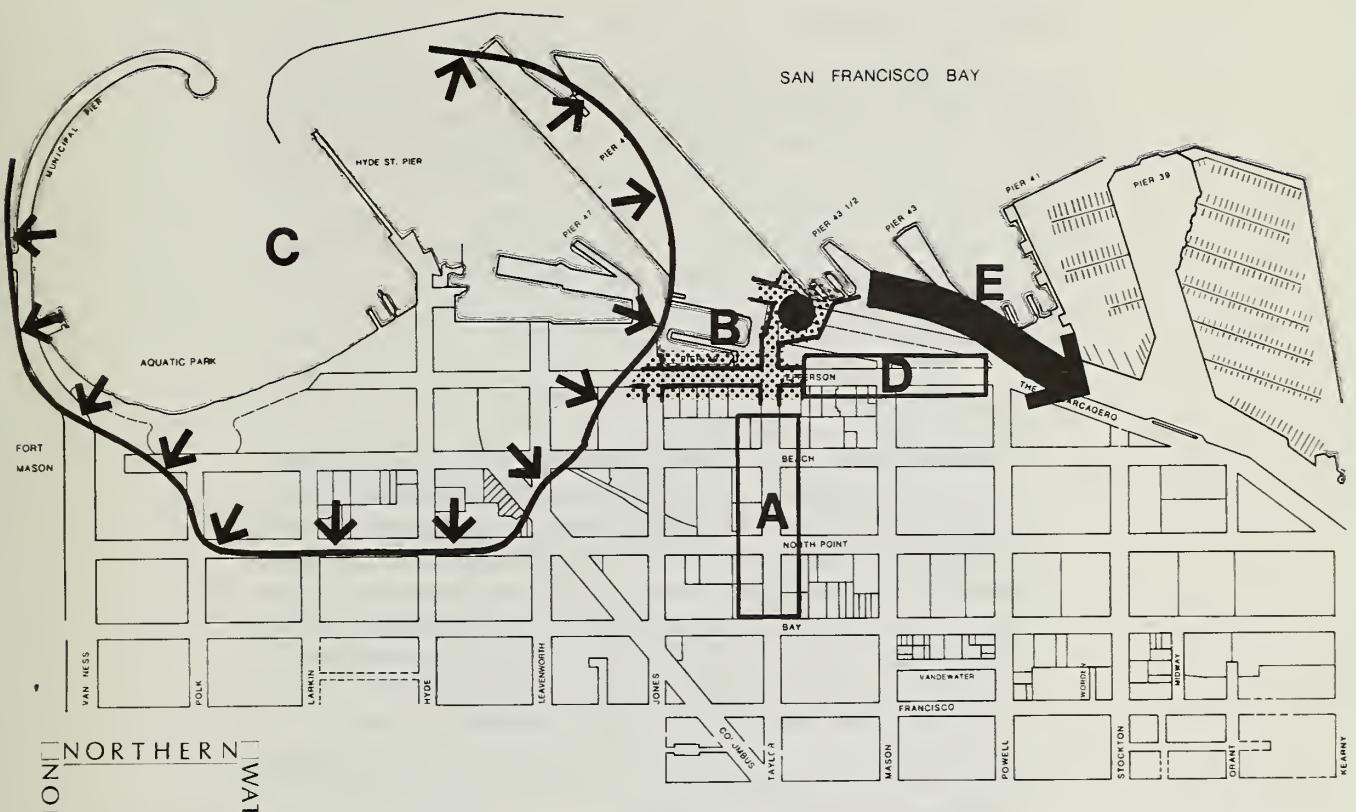
Lively and varied signage plays an important role in generating the vitality that is key to the success of Fisherman's Wharf. Not all the signage, however, is complementary to the character of its surroundings. Sign design and materials are more important than size. The

Ghiradelli rooftop sign is among the largest in the City, yet it harmonizes fully with the Historic Area and the dominant uses in that area. Rear illuminated plastic signs appear distinctively inappropriate, especially in Fish Alley and the Historic Area.

Fisherman's Wharf appears generously supplied with trash receptacles. Both the City and the local business community has made a concerted effort to assure that a receptacle is never far away. As a result, the streets rarely appear littered. Unfortunately, the wide diversity of receptacle styles, shapes and sizes unnecessarily adds to a cluttered, disorganized appearance. Like streetlights and signs, these lowly items of street furniture should also quietly contribute to the overall image of each sub-area.

5.5 URBAN DESIGN OPPORTUNITIES

Over time Fisherman's Wharf has grown from a collection of independent parts into a complex of interactive parts. The best solutions to the problems of the area must recognize and reinforce that fact. What has grown accidentally over the years with considerable success now demands conscious planning to pull the parts together and create a well functioning whole. The diversity of the Wharf significantly broadens its appeal, bolstering its success. But two general tendencies threaten to undermine the potential value of the emerging pattern of character areas. First, important parts of the Wharf are fractured and isolated from other parts, with the consequence that they tend to work against each other or work poorly rather than pulling together. Second, the differences that make each sub-area distinctive are not as strong as they should be. There appears to be a growing tendency for certain kinds of retail activity to blur these differences. The preceding analysis of the different areas of Fisherman's Wharf define a number of major issues symptomatic of these tendencies. The issues in turn form the basis for identifying opportunities for enhancing the structural coherency of the Fisherman's Wharf area, improving its attraction for residents and visitors alike. The major issues and opportunities outlined below are schematically indicated on Map 5-2.



URBAN DESIGN OPPORTUNITIES

Map 5-2



- A. Give Taylor Street entrance its own distinctive image and appeal.
- B. Strengthen visual presence of the crab-pot/restaurant area and create a major focal point.
- C. Maintain and enhance the historic and maritime character of area. Avoid "For tourist" image.
- D. Concentrate amusement activities in one area.
- E. Create an attractive and interesting waterfront walk.

Getting to the Wharf

Because of the poor interrelationships between the subareas of the Northern Waterfront study area, visitors find it difficult to reach, or realize they have reached, Fisherman's Wharf. Arrival at the Wharf is poorly indicated; many of the entrances are inefficient and undistinguished. Coherent, efficient, and attractive gateways would help Fisherman's Wharf remain a world-reckoned, heavily visited, special San Francisco place.

By Automobile

- The motorist needs a route that takes him to all the available parking areas quickly and directly, and The Embarcadero west of Powell is not well suited for doing this. While businesses in the Northern Waterfront study area benefit from pedestrians however they arrive, the car-bound sight-seer benefits no one. The proper role of each street north of Bay Street must be determined so that the confusion can be corrected with proper roadway definition and useful directional signing. In such a reorganization of traffic patterns consideration should be given to the proposed future street car line along The Embarcadero.
- The Bay Street approach does not suffer as much from bad urban design as from inadequate signing for drivers coming from the west combined with congested traffic. Most of the cross streets such as Van Ness Avenue, Polk and Larkin Streets are potentially good entry points. As long as Bay remains two-way and traffic volume high, however, these access points will remain difficult to use except in off peak hours. Better signing alone will have limited value.

By Foot

- Pedestrians approaching the Wharf from The Embarcadero are even more frustrated than motorists. Creation of a comfortable walking space along the water, buffered from traffic and clearly marked, should be an important design objective.

- At the other end of the study area, the existence of the attractive walk linking Fort Mason to the Wharf Area exists, but is largely unknown to either citizens or visitors. Good signage and redesign of the walkway at the foot of Van Ness would improve usage of this entryway into Fisherman's Wharf.

By Cable Car

- The Powell-Hyde cable car entry point is one of the few positive approaches to the Northern Waterfront and does not require urban design changes, although future changes at the terminal should avoid the suggestion of an artificial "tourist" facility. The Powell-Mason line, however, is very poorly designed. Relocation of the Powell-Mason terminus may not be likely in the near term, since improvements have only recently been made, but eventual relocation is essential. The design of a new terminal should give high priority to creating an attractive and fitting transition from one San Francisco landmark to another.

From Columbus Avenue

- Columbus Avenue, a potentially grand entrance to the Wharf area, needs a stronger terminus. A good sized fishing boat hull large enough to be visible several block away, placed at the southern corner of Joseph Conrad Park represents the scale of action needed to make this small triangular area into an appropriate terminus for Columbus Avenue.. Directional signs to garages in the western part of the Northern Waterfront would also be helpful.

From Taylor Street

- The Taylor Street entrance is fragmented and disconnected from the central Wharf area. The Powell-Mason cable car line currently drops passengers into an area lacking a strong visual and commercial identity of its own. Creating a distinctive image and retail character for the Taylor Street area, built around the existing, well-designed Cost Plus complex, would contribute to the overall vitality of the Northern

Waterfront. Several existing parking lots on the three blocks leading to Fisherman's Wharf could be filled with a compatible architecture, establishing a strong retail identity. The Longshoreman's Hall block is large enough to accommodate both retail frontage and replacement parking. The future extension of the Powell-Mason cable car terminal onto the southwest corner of the block could provide a strong focal point. The Longshoremans Hall itself could be transformed into a superb arena-style theater benefiting restaurants in the area.

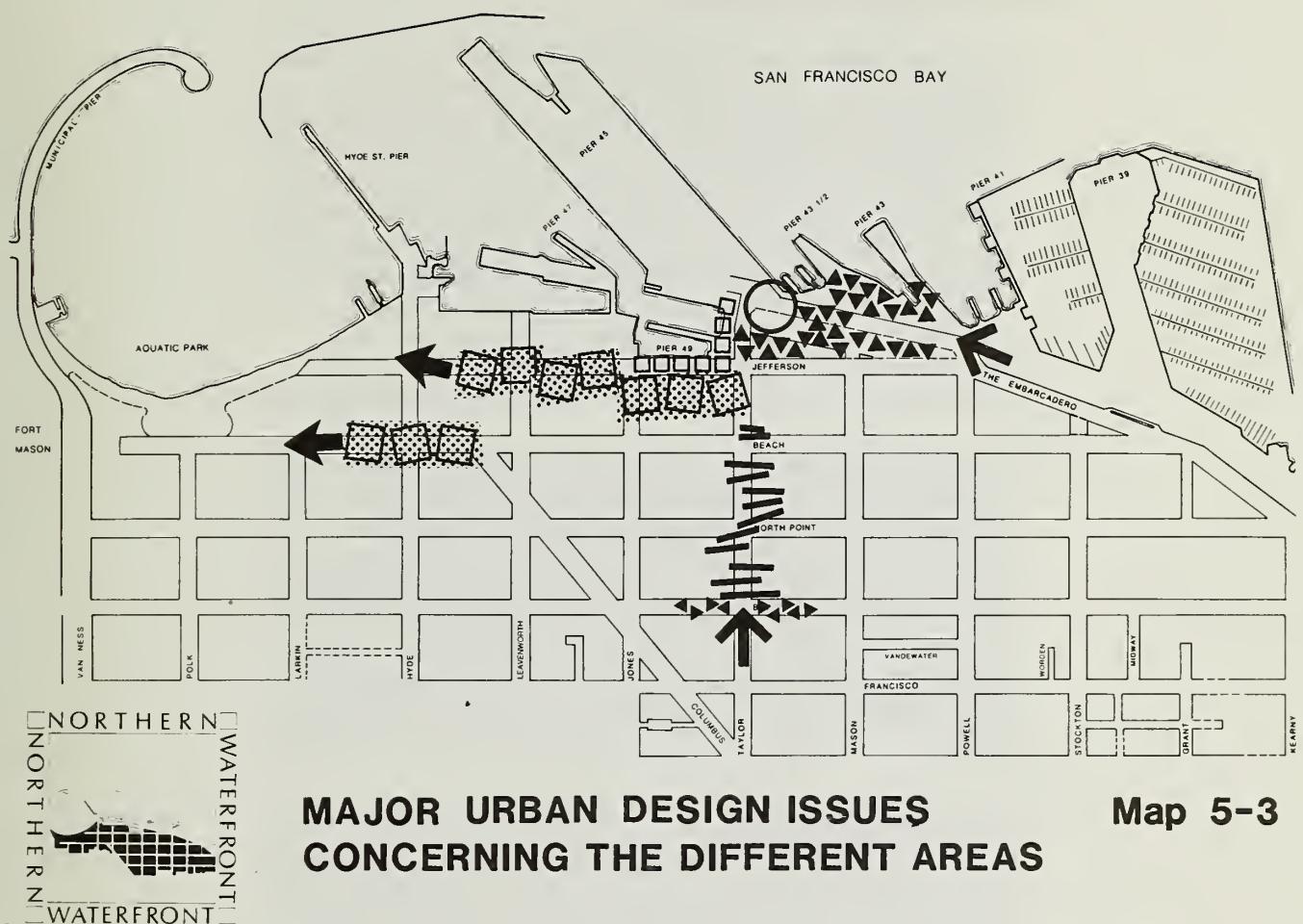
Creating a Focus

Once visitors do arrive at Fisherman's Wharf, where exactly are they? The distinctive sub-areas of the greater Wharf area need a unifying focus.

- The original visitor attraction, the restaurants and the sidewalk vendors' steaming pots of fresh crab that together provided direct access to the just-caught seafood, has lost its sense of place. The central Crab-Pot/Restaurant area currently lacks sufficient presence and scope to appear more than a mere left-over. Careful redesign of the area would re-assert the historic and symbolic focus of Fisherman's Wharf, providing a tangible destination for millions of visitors.

The Crab Pot/Restaurant area needs to be visually expanded and strengthened around the inner boat basin (to Jones St. along Jefferson) and at the foot of Taylor. A major feature of this center should be open and commanding views of the Bay. The covered sidewalk motif should be emphasized, and inappropriate frontages either screened or modified.

Pathways to the sub-areas of the Wharf should come together and their connections made clear in this central focus.



MAJOR URBAN DESIGN ISSUES CONCERNING THE DIFFERENT AREAS

Map 5-3



1. Fragmentary appearance and lack of strong center in crab pot/restaurant area.



2. Pier 39 complex separated from center of Fisherman's Wharf by extensive unattractive area along prime waterfront.



3. Taylor St. entrance lacks cohesive image and contains major gaps in continuity. Does not contribute to attraction of area.



4. Shift of low-cost tourist commercial activities into historic area and fish alley vicinity threatens character.

Preserving Maritime Character

- The working wharf is being crowded out. The hotels, tourist shops, amusement halls, the full-blown phenomenon of modern Fisherman's Wharf is forcing out the very maritime uses on which it is all based. The historic and maritime character of the area north of Beach and west of Jones, including Pier 45 and the outer boat basin, needs to be maintained and enhanced. Without the fishermen and the special character the fishing industry imparts, the Wharf is in danger of becoming a common, artificial tourist destination, rather than a vital, diverse area with an authentic tradition stretching deep into San Francisco's history.
- Any changes that will affect the image and feel of Fish Alley must be carefully considered. The further intrusion of tourist oriented activities should be prevented and reversed where feasible. Effort should be made to bring a greater sense of the fish handling activities through to Jefferson Street and/or to make it possible for visitors to penetrate into the area without disturbing its functioning. The goal is to reinforce Fisherman's Wharf as a place to come to buy and eat fish.
- Pier 45 forms a backdrop for a large part of Fisherman's Wharf. Planned changes in the form and character of development on the Pier may therefore be expected to have a crucial impact upon the visual character of the area. The proposed changes should be given careful consideration regarding their visual effect.

Concentrating the Amusement Area

- The amusement attractions and related retailing that developed as Fisherman's Wharf became a major tourist destination are an important asset to the area. Yet they lose their drawing power when they are dispersed. Such uses should be concentrated into a two block strip along Jefferson from Taylor to Powell, with appropriately designed street illumination and other features, so that they can complement each other in one lively, attractive area.

- The Historic Area needs to be protected from the intrusion of the kind of signage and retail activity associated with the sale of inexpensive tourist novelties and amusement establishments. Over the long run this area will benefit by avoiding improvements that suggest an artificial made-for-tourist atmosphere. Everything should say This is real, This is where San Franciscans come to shop and dine, This is old, respected and venerable. Fish Alley, nearing visual extinction along Jefferson, is particularly fragile and vulnerable.

Opening Up the Waterfront

- The Northern Waterfront centered around Fisherman's Wharf, this chapter stresses, is a composite of several distinct sub-areas that share some common themes. Yet the physical relationship between areas is poorly understood or manifested. Pier 39, although a major attraction in its own right, is particularly isolated.

Waterfront proximity is perhaps the most basic aspect common to the entire Northern Waterfront study area. Public access to the water's edge is an important public objective as well as official City policy.

Creation of a clearly defined waterfront promenade along the entire waterfront, connecting Sidney Rudy Waterfront Park at Pier 39 with the central Crab Pot/Restaurant area, would solve a host of urban design problems. It would end the isolation of and thus competition from Pier 39, provide a safe and attractive entrance for pedestrians from The Embarcadero, provide an appropriate setting for existing isolated amenities such as the Balclutha and the Ferry Arch, re-assert the links between the Wharf, Aquatic Park, Fort Mason and the GGNRA, emphasize the maritime orientation of the entire area, and generally unite the distinct sub-areas of the greater Wharf into a single, understandable, attractive whole.

Coordinating Street Furniture

- The already crowded streets and public pathways of Fisherman's Wharf are further cluttered and confused by widely varying, often erratic design and placement of street furniture, signage, and street lighting. Through a combination of public and private action, these elements should be coordinated with the character of each sub-area. Care should also be taken in the placement of street furniture to avoid visual clutter and the creation of undesirable physical barriers for pedestrians.

Although not a unique problem to Fisherman's Wharf, newspaper racks are a special problem.

The area would benefit by controls on their placement and design.

In important public areas street lights and standards should be considered important design elements, selected and arranged as much for their appearance in the streetscape as their role in illuminating streets. All other street furniture should be designed and arranged so as to be quiet and inconspicuous, neither contributing to pedestrian hazard or visual clutter.

6.0 TRANSPORTATION

Preserving mobility in the Northern Waterfront is critical to the vitality of the area. It is a part of the city rich in transportation opportunities with a preponderance of pedestrians, but also served by buses, cable cars, autos, trucks, ferries, pedicabs, and horse-drawn carriages. While the transportation choices offered at the Northern Waterfront potentially provide a high level of accessibility to the area, the great number of people visiting and working in the Northern Waterfront and the competition between modes for limited street and circulation space has instead resulted in severe congestion during peak use periods.

The transportation problems within the Northern Waterfront area have been addressed in numerous studies and plans over the past 20 years. While some improvements have been made based on these plans, many transportation problems persist and new problems have arisen. A brief overview of these plans provides a perspective on the evolution of transportation solutions during this period.

The 1968 "Northern Waterfront Plan" recommended major street improvements that would provide additional capacity to accommodate new development in the Wharf and downtown. Included among the proposed projects were a Bay/North Point one-way couplet, a Sansome/Battery one-way couplet, and an "inland" Embarcadero roadway with the current roadway providing a service function. The total parking supply was to remain constant at about 4,820 spaces, though shifting from a balanced on-street/off-street parking ratio to predominantly off-street facilities. New public parking facilities were to be disbursed throughout the Northern Waterfront area. Recommended transit improvements included a new cable car turnaround in Victorian Park, extension of the Powell/Mason cable car line down Taylor Street to The Embarcadero, a Columbus Avenue subway, a waterfront transit system (minirail), an internal Fisherman's Wharf bus system, and development of a Marin/San Francisco commuter ferry system.

The "Northeastern Waterfront Plan" adopted by the City Planning Commission in 1980 is the current policy document governing the study area. The two key transportation objectives are:

- To facilitate the movement of people and goods within the Northeastern Waterfront in such a way as to minimize the adverse impact of this movement; and
- To accommodate the regional movement of people and goods, permitting the through movement of traffic, access to the regional system from the maritime and other industrial areas of the City, and facilitating the movement of regional transit while minimizing the adverse impact of this system on the Northeastern Waterfront Areas.

Transportation policies call for facilitating truck access to the fishing industries, but intercepting other traffic before it reaches the water's edge. The overall intent is to minimize auto activity and to avoid any capacity increases to the roadway system along the shoreline. This plan also called for improvements to The Embarcadero roadway in conjunction with Embarcadero freeway removal (the freeway removal was voted down by the electorate in May 1986).

Parking policies call for limiting additional parking to short-term for business and retail uses and long-term for maritime, hotel, and residential uses. The general intent is to locate parking inland away from the waterfront and active pedestrian areas. Transit policies call for exclusive transit ways on The Embarcadero and Jefferson/Beach streets, extension of the Powell/Mason cable car line on Taylor Street to north of Jefferson, and expansion of ferry service where possible. Objectives for pedestrians include facilitating access to the shoreline by providing promenades and safe crossings of The Embarcadero.

The "Fisherman's Wharf Action Plan" prepared in 1981 by The Port of San Francisco outlines development guidelines for Port property in the Wharf area. Proposed traffic improvements include extension of Mason Street to The Embarcadero, conversion of The Embarcadero to two-way operation between Taylor and Powell, and installation of a signal at the Powell/Embarcadero/Jefferson and Jefferson/Mason intersections, all in conjunction with the Pier 45 development. Proposals for parking include limitation of parking on Hyde Street Pier to that related to fish handling facilities, limitation of parking facilities at Pier 45 to the minimum necessary, and removal of parking over the water at Pier 43 1/2. The Action Plan supports

the development of the "E Line" on an exclusive transit right-of-way (no alignment specified) and improvement of the pedestrian environment along Jefferson Street and the waterfront.

The transportation section of this findings report outlines the problems associated with transportation in the Northern Waterfront Study Area and identifies opportunities and constraints to shape the responses to those problems. The transportation section is divided into six subsections: circulation, transit, pedestrian/bicycle, parking, private passenger and goods transportation, and signage.

6.1 CIRCULATION

The Northern Waterfront Study Area is well served by major city thoroughfares approaching from the west and the south. It suffers, however, from the lack of a clearly defined internal circulation system. On weekends and during weekdays in the heavy summer tourist season, the high demand for auto access into the area results in severe localized congestion.

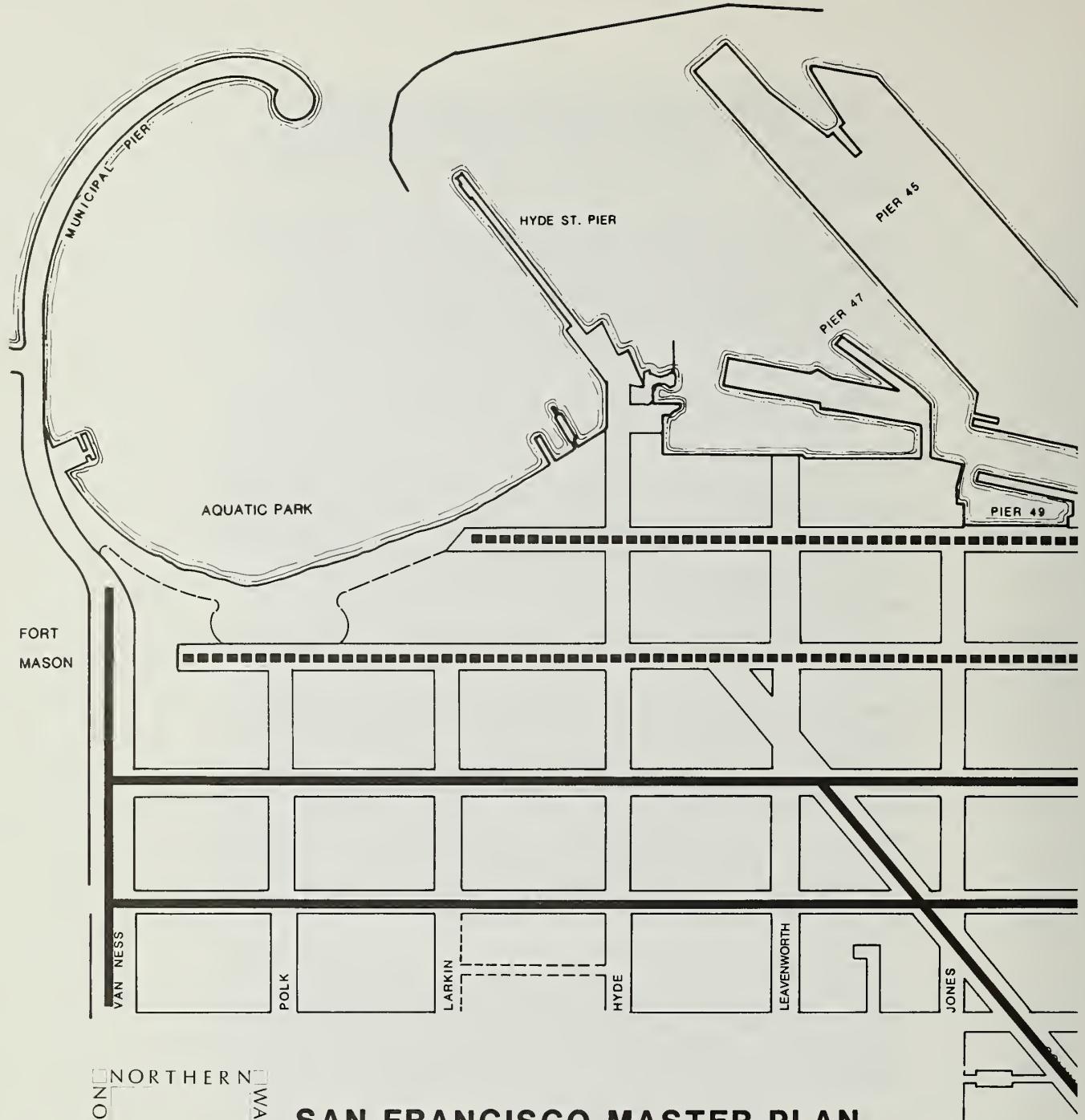
Many of the streets within the Northern Waterfront Study Area, particularly the east-west streets, have heavy concentrations of activity, and so are heavily utilized for local circulation, pedestrian travel, and transit operations. This results in conflicts between autos, transit vehicles, service vehicles and pedestrians. Some of these same streets are also key streets within the citywide circulation system. As a result there is often competition between traffic trying to move through the area and traffic trying to get into the area to park.

This section of the report focuses only on those problems that can be directly addressed through physical circulation improvements. Signing, although closely related, is addressed in a subsequent section of the report.

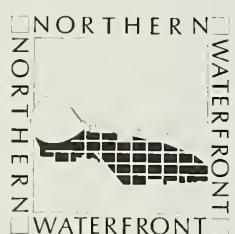
6.1.1 EXISTING CONDITIONS

Transportation Policy

The Transportation Element of the San Francisco Master Plan has designated the streets within the Northern Waterfront Study Area as follows (See Map 6-1). The Embarcadero south of North Point; Bay Street between Embarcadero and Van Ness; North Point Street between



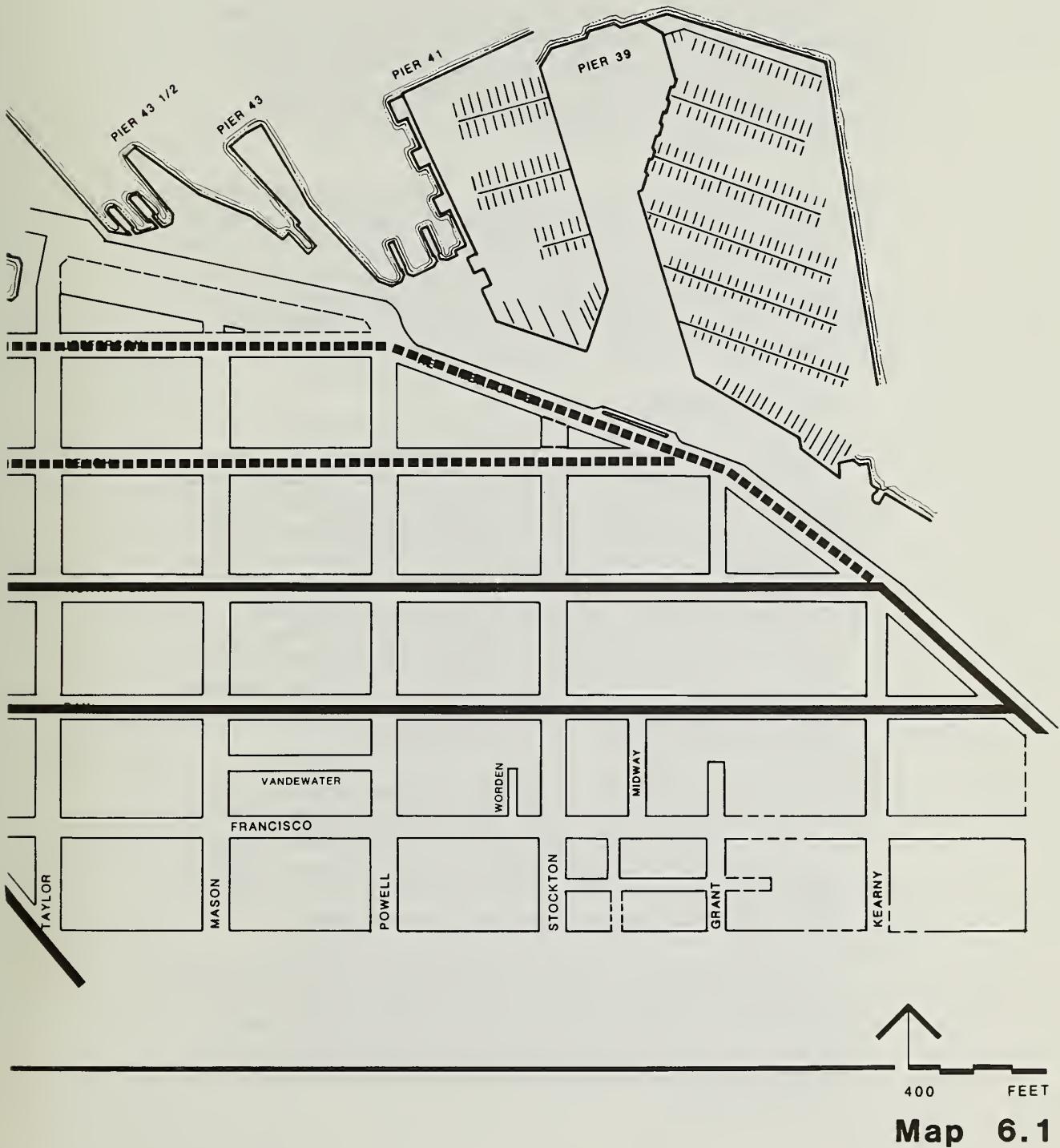
SAN FRANCISCO MASTER PLAN STREET DESIGNATIONS - Vehicle Circulation



— Major Thoroughfare

..... Recreational Street

SAN FRANCISCO BAY



Embarcadero and Van Ness; Columbus south of North Point; and Van Ness Avenue south of Beach are all designated as major thoroughfares. The primary function of major thoroughfares is to link districts within the city and to distribute traffic from and to the freeways. Bay Street west of Van Ness Avenue is designated as a secondary thoroughfare. Secondary thoroughfares are intended to function primarily as intradistrict routes of varying capacity serving as collectors for, or supplemental to, the major thoroughfare system.

The Embarcadero from North Point to Jefferson and Beach and Jefferson Streets from The Embarcadero to Van Ness are designated as recreational streets. Recreational street is a special category of streets whose major function is to provide for slow pleasure drives and cyclist and pedestrian use. These routes are generally more highly valued for recreational use than for traffic movement.

Traffic Circulation

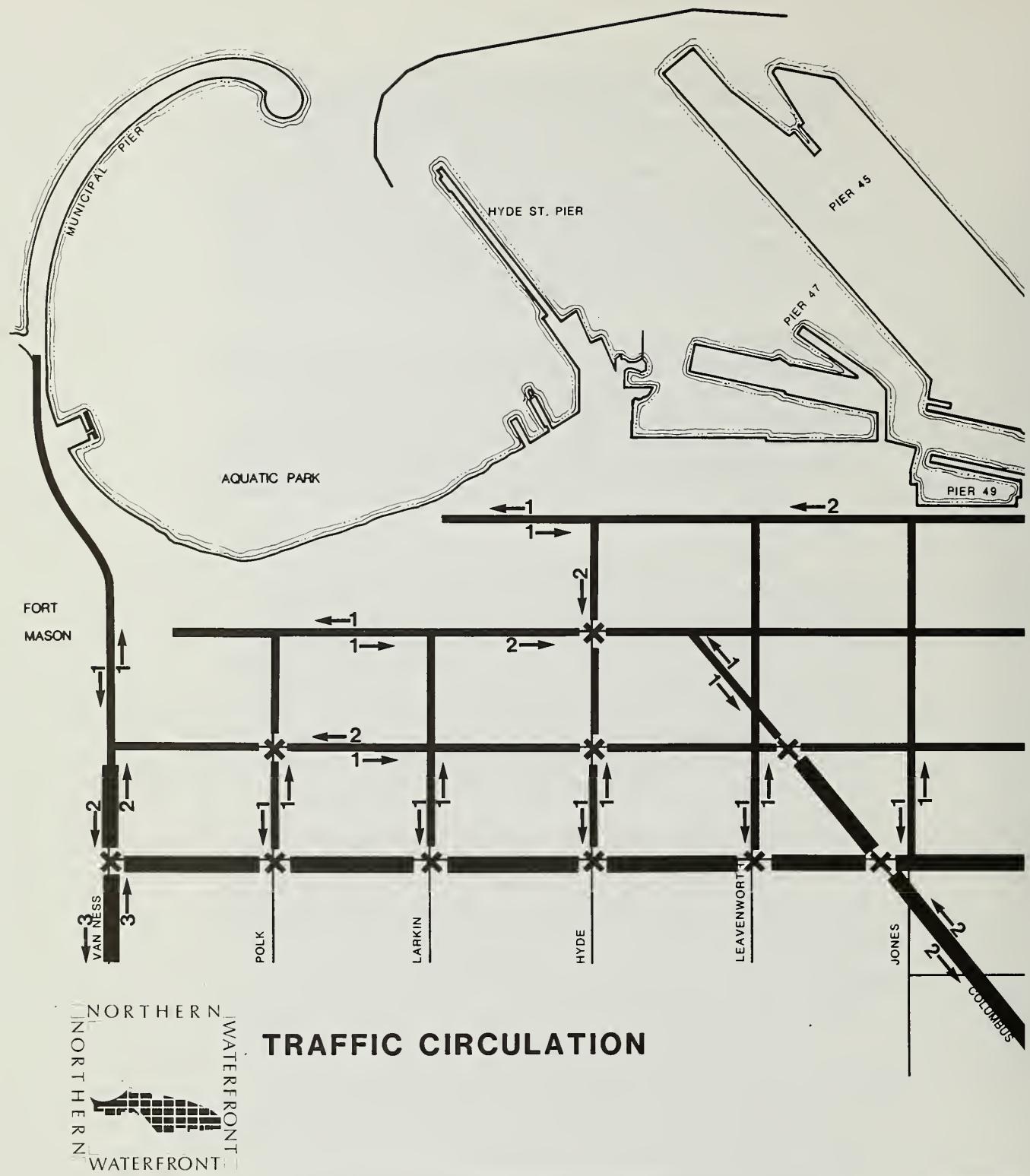
Most of the traffic coming into the Northern Waterfront Study Area arrives via The Embarcadero, Columbus Avenue, or Van Ness Avenue from the south and Bay Street from the west. These gateways serve as the primary access routes from the regional freeway system and from other districts within the city and most also operate as primary transit streets. The Embarcadero connects to the Financial District and to freeways serving the South and East Bays. Columbus Avenue provides connections to Chinatown and The Financial District via North Beach. Van Ness Avenue (Highway 101) serves as a link to many city neighborhoods and to South Bay and North Bay freeways.

Only Bay Street serves as a major through traffic carrier within the study area. Bay Street, on the southern boundary of the Northern Waterfront Study Area, connects to the Financial District via the Battery/Sansome corridor and The Embarcadero, operating as an important commuter route from Marin County and northern San Francisco.

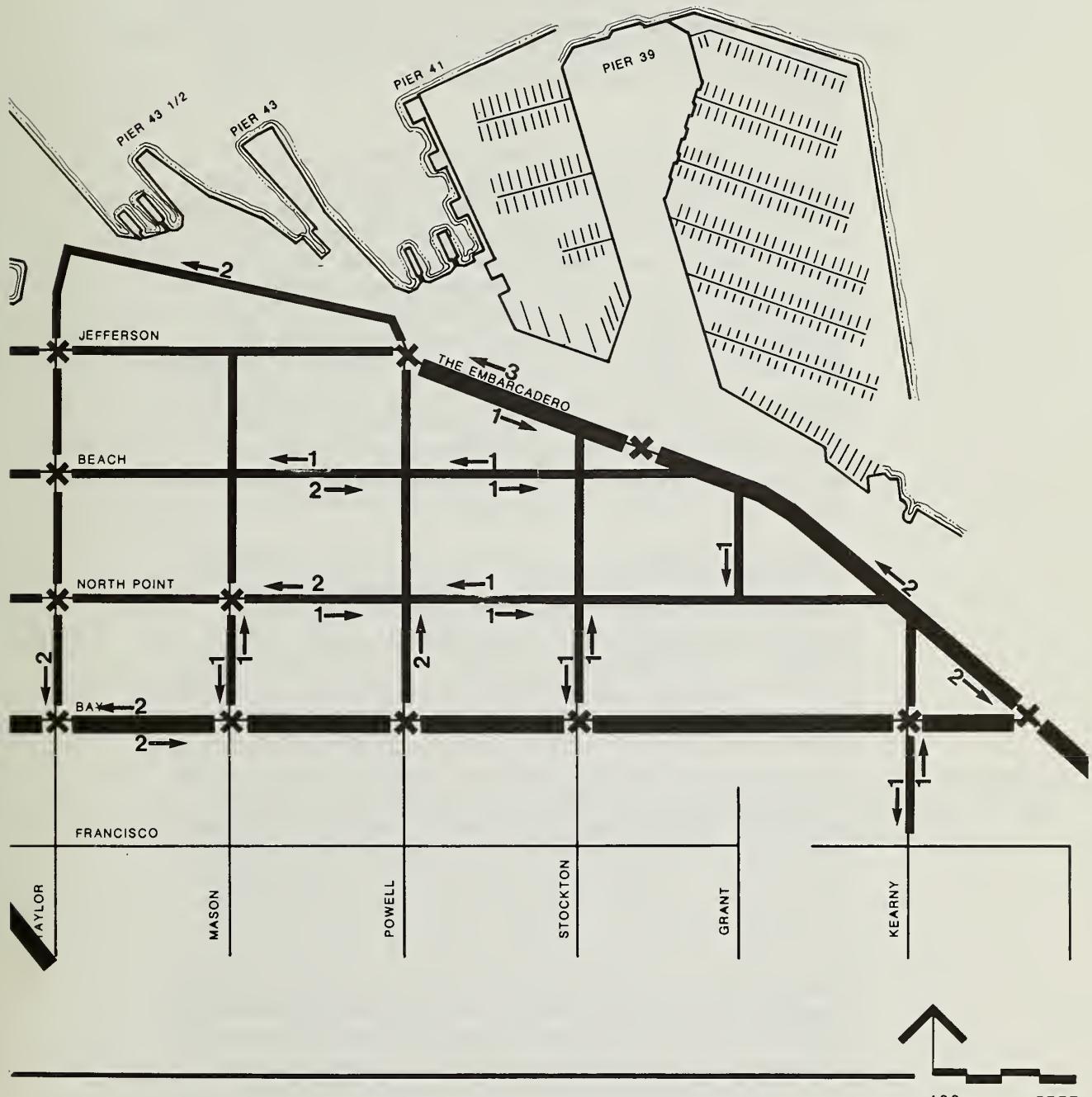
The Embarcadero, Columbus Avenue, and Bay Street are all two-way, four lane streets (See Map 6.2). Van Ness Avenue is a two-way, six lane street south of Bay Street, but it narrows down to four lanes between Bay and North Point and to a two lane street, with parking in the median, north of North Point.

The remaining streets within the Northern Waterfront Study Area operate primarily as local access streets, in many cases also serving as important transit or pedestrian streets.

- Jefferson Street, while it does not carry heavy volumes of traffic, is important for transit and service vehicle access within the Northern Waterfront Study Area and for auto access to several parking facilities located east of Taylor. Jefferson, a two lane street, currently operates one-way westbound.
- Beach Street provides local access to parking facilities concentrated at Ghirardelli Square and between Jones and Mason serving the hotels and the retail in this area. Transit service levels are comparable to Jefferson Street. Beach Street operates as two lanes eastbound and one lane westbound between Larkin and Mason. The east and west ends of Beach are two-lane, two-way streets.
- North Point Street is three lanes with one lane eastbound and two lanes westbound. North Point serves as a secondary through route. It provides limited access to parking facilities, but is important for service vehicle access in the vicinity of Cost Plus and the Liquor Barn (Taylor and Mason) and transit access the entire length (MUNI operates west of Columbus only). North Point, west of Columbus and east of Powell, provides local access for the mixed residential and commercial uses.
- Taylor and Powell Streets both operate as two-lane, one-way streets. Taylor is one-way southbound and Powell, one-way northbound. Powell Street currently operates as a secondary access to the Pier 39 parking garage and Taylor Street as a major egress from the Old Wharf area at the foot of Taylor.
- Polk, Larkin, Hyde, Leavenworth, Jones, Mason, and Stockton Streets are generally two-lane, two-way streets providing localized circulation. None of these streets serve as primary access routes to major attractions in the Northern Waterfront Study Area, although taxis may use them as they are generally less congested.



SAN FRANCISCO BAY



Map 6.2

Traffic Operations

The Northern Waterfront Study Area experiences two critical demand periods during an average week. The weekday afternoon peak period coincides with that of the Downtown commute period (4-6 PM) and primarily affects Bay Street and the Saturday peak period which occurs in the late afternoon (approximately 3-5 PM) affects the local access streets to the north of Bay Street as well as Bay Street.

Given the current composition of land uses in the waterfront area, ie. strongly oriented toward retail and commercial recreation, the greatest internal trip demands are made on the weekends and midweek during the peak tourist season, June through August. Outside of the critical tourist season, the weekday problem is primarily one of heavy volumes of traffic passing through the Northern Waterfront Study Area on Bay Street. On weekends and peak tourist seasons three distinct problems occur: conflict between through traffic and local traffic trying to turn into the waterfront area or park along Bay Street; conflict of local traffic trying to circulate about the area and get to and from parking spaces, and conflicts between pedestrians and autos on heavily travelled pedestrian corridors.

Weekday Conditions. Bay Street carries heavy volumes of traffic, from 17,000 to 30,100 trips a day depending on location, and during the commute periods experiences traffic congestion at key intersections (see Map 6-3). Figure 6-1 summarizes the volume to capacity ratios and the level of service of intersections in the Wharf area. The most critical intersection is Bay and Columbus, which operates at Level of Service (LOS) E. Heavy left turn volumes in conjunction with heavy through volumes on Bay Street limit the capacity at this intersection. Traffic generally backs up on both Bay and Columbus during the peak hour. The Embarcadero/Bay intersection operates at LOS D due to the heavy left turn volume onto Bay during the PM peak. Along the rest of Bay Street traffic flows relatively smoothly. Curbside parking is restricted on the north side of Bay Street and left turns from Bay into the Wharf area are prohibited at Van Ness and Polk during the peak period commute. These restrictions help to minimize the disruption to the through commute traffic flow.

Figure 6-1
INTERSECTION VOLUME TO CAPACITY RATIOS AND LEVEL OF SERVICE

<u>Intersection</u>	<u>Weekday</u>		<u>Weekend</u>	
	<u>V/C Ratio</u> ¹	<u>LOS</u> ²	<u>V/C Ratio</u>	<u>LOS</u>
Embarcadero/Bay	.87	D	.72	C
Taylor/Bay	.50	A	--	--
Mason/Bay	.67	B	--	--
Columbus/Bay	.92	E	.93	E
Van Ness/Bay	.69	B	.95	E
Embarcadero/North Point	.68	B	.73	C
Taylor/North Point	.49	A	.61	B
Mason/North Point	.49	A	.50	A
Van Ness/North Point	.70	B	.70	B
Beach/Hyde	.60	A	.84	D
Jefferson/Powell	.60	A	.60	A ³
Jefferson/Taylor	.63	B	.76	C

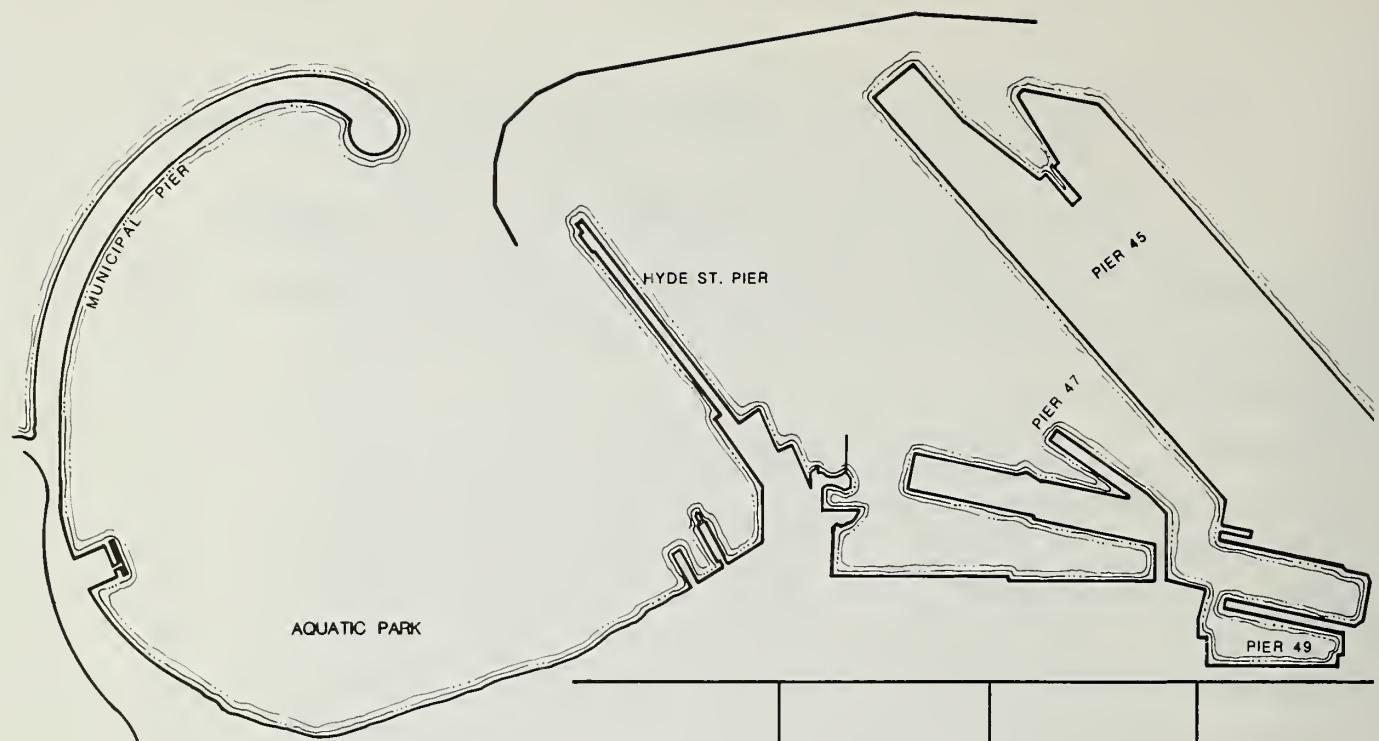
Source: DKS Associates and San Francisco Department of Public Works.

1 V/C Ratio represent the Volume to capacity ratio.

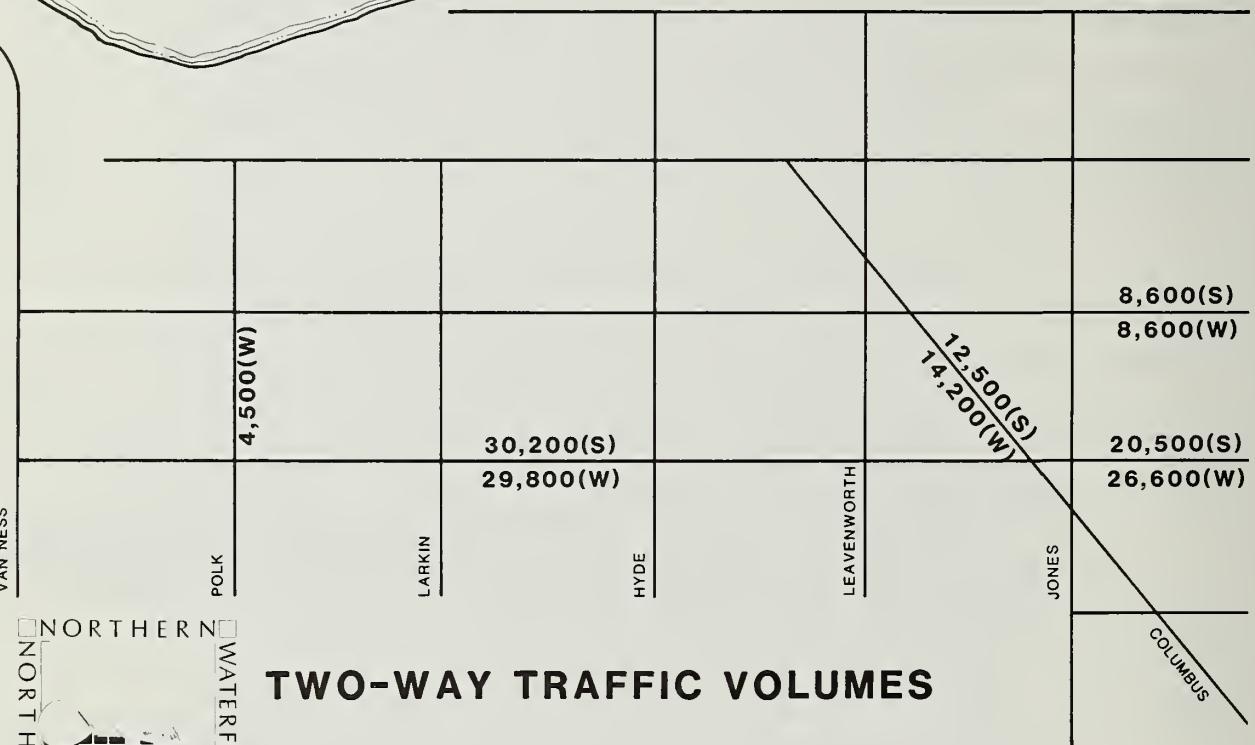
2 LOS represents the Level of Service. See Appendix for corresponding descriptions of levels of service.

3 This intersection is extremely congested on weekends when patrons are waiting to enter the Pier 39 garage. The problems are primarily related to queues for parking facilities rather than an inherent inability for the intersection to accommodate the existing traffic level.

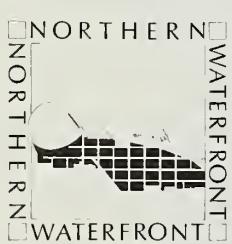
Weekend Conditions. Traffic operations on the weekend are much more complex due to the heavy volumes of visitors with destinations in the Northern Waterfront Study Area. Conflicts are associated with through travel, autos searching for parking, high volumes of pedestrians on the local streets, service vehicles double-parking, and tour bus operators



FORT
MASON



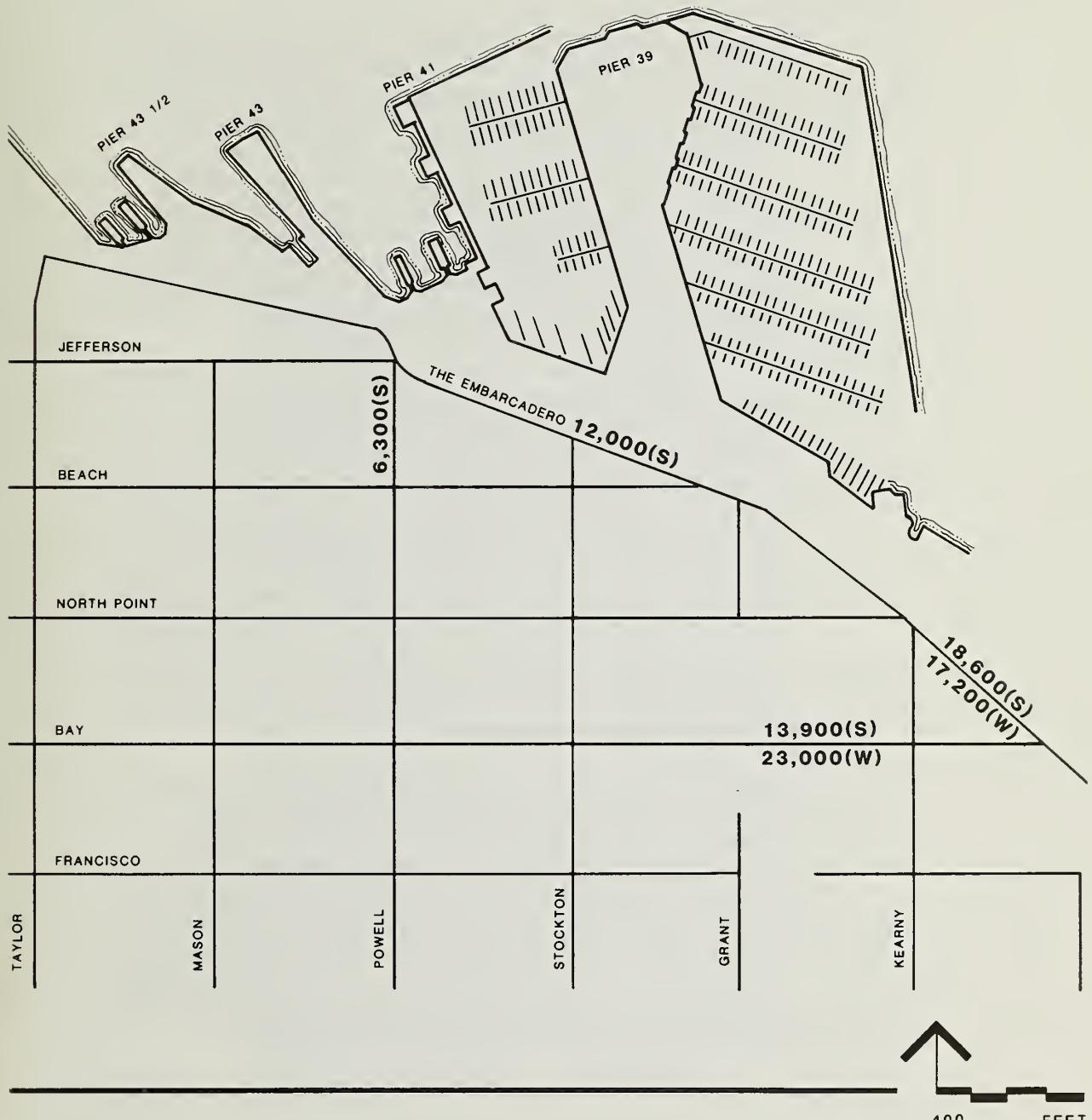
TWO-WAY TRAFFIC VOLUMES



30,200(S) Saturday Traffic Volumes

29,800(W) Weekday Traffic Volumes

SAN FRANCISCO BAY



Map 6.3

loading and unloading passengers. During high demand periods, it is not uncommon for traffic to intermittently back-up two to three blocks or more at congested intersections or parking garage entrances before dispersing. The most serious traffic problems occur on the following streets:

- Bay Street – Bay Street, east of Columbus, generally carries fewer vehicles on the weekend than during the week, from 13,900 to 20,500 average daily trips (ADT). Bay Street west of Columbus, has an ADT of 30,200, which is comparable to weekday conditions. Key intersections, east of Jones, operate at high levels of service (Level of Service A-C) on the weekend, but some traffic disruption occurs west of Jones Street. Turning vehicles and those searching for parking along Bay Street tend to slow the through traffic movement, particularly at Columbus and Van Ness. Both intersections operate at Level of Service E.
- Beach Street – Beach Street also carries low to moderate volumes of traffic (an estimated 4,000 to 6,000 ADT – see footnote Map 6-3). The critical congestion problems on Beach Street occur at the Hyde and Powell Street intersections. At Hyde Street the cable car operations and the heavy pedestrian flows between The Cannery and Ghirardelli Square reduce the capacity for traffic and bus movement. East of Powell Street, vehicles queue in the curb lane trying to get into the Pier 39 parking garage. This same stretch of Beach Street is used as a tour bus parking zone. As a result, on particularly heavy use days, little capacity remains for through traffic to circulate.
- North Point Street – North Point does not currently experience significant congestion problems. All intersections operate in the A/B range. Localized congestion sometimes occurs along North Point Street between Jones and Mason, particularly near the old Cost Plus and Hermann Baby News parking lot and loading docks. This section of North Point Street carries about 8,600 ADT. Traffic may back-up at intersections in this area due to vehicles turning into parking lots and service vehicles parked at the on-street loading docks.

- Jefferson Street – Jefferson Street carries moderate volumes of traffic (an estimated 5,000 to 6,000 ADT – see footnote Map 6-3) and very high volumes of pedestrians. The large number of pedestrians presents conflicts with the vehicles which operate along Jefferson Street. The most critical problems occur at Taylor Street and The Embarcadero/Powell/Jefferson intersection. The heavy pedestrian flows along Jefferson slow down the vehicles making left turns onto Taylor, which, in turn, backs up traffic along Jefferson (see Fig. 6-2). Traffic delays affect not only private autos, but also transit operations and service vehicles.

The problems at the Embarcadero/Powell/ Jefferson intersection arise from conflicts between pedestrians, through traffic, and vehicles attempting to park. Vehicles queue two to three blocks along The Embarcadero waiting to turn left onto Powell Street to enter the Pier 39 parking garage (see Figs. 6-3 and 6-4). This problem is compounded by the configuration of the intersection. On particularly heavy use days, cars trying to enter lots immediately to the west of Powell on Jefferson Street extend through the intersection, bringing traffic to a temporary standstill. Problems at this intersection have been alleviated with the recent intersection signalization and reconstruction . Pedestrians now have a controlled crossing which reduces the conflicts with autos. Traffic queueing related to parking facility access still remains a problem.

- The Embarcadero – Traffic flows are about 18,600 ADT on The Embarcadero, north of Bay Street. In addition to the on-street queueing associated with the Pier 39 parking garage, there is not a well-defined roadway west of Powell Street. As a result drivers who are unfamiliar with the area do not know The Embarcadero continues west past Taylor Street, serving as both an access into several parking lots and for service vehicles to get out to the wharves. This section of The Embarcadero is also a popular location for parking and loading and unloading activities of tour bus operators.
- Columbus Avenue – As noted above, the intersection of Bay Street and Columbus Avenue operates at LOS E on weekends due to heavy turning volumes. Traffic may back up along Columbus as well as Bay.



Figure 6.2 Jefferson/Taylor intersection.

- Taylor and Powell Streets - These two streets function as the key north/south access and egress routes within the immediate Fisherman's Wharf area. While in theory they operate as a one-way couplet, in reality the separation of the streets and the lack of signing tends to confuse drivers unfamiliar with the Wharf area.

6.1.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

In summary, the traffic problems in the Northern Waterfront Study Area are most critical on week-ends and throughout the week during the heavy tourist season between June and August. While some opportunities exist for improving circulation in the area, it is unlikely that



Figure 6.3 Traffic queued on The Embarcadero.



Figure 6.4 The Embarcadero/Powell/Jefferson intersection.

congestion problems can completely be eliminated. Therefore the transportation system for the Northern Waterfront will have to be well integrated and balanced, favoring those modes that can most effectively serve the visitors and employees, and yet still preserve the area as a desirable place to visit. The circulation issues can be summarized as follows.

Competition Between Modes

- There is significant competition between autos, buses, service vehicles, pedicabs, horse-drawn carriages, and pedestrians for use of limited street space.

The existing hierarchical classification system for streets within the Northern Waterfront Study Area should be reevaluated to determine if a more efficient allocation of the street space can be accomplished. For example, it may be desirable to establish certain streets as primarily auto streets, while emphasizing transit use on other streets.

There are limited opportunities for expanding traffic capacity to and within the Northern Waterfront Study Area on the weekends. The east/west streets, which are the primary traffic carriers, are approaching their capacity. Because access to the area is focused on Bay Street and a few north/south streets, i.e., Van Ness Avenue, Columbus Avenue, and The Embarcadero, traffic is, of necessity, distributed into the Northern Waterfront Study Area via this east/west street network.

The remaining north/south streets approaching the study area from other parts of the city are local streets serving residential and local commercial neighborhoods. It is undesirable to direct traffic bound for the Northern Waterfront Study Area through these neighborhoods.

There is unused traffic capacity on streets within the Northern Waterfront Study Area during the week throughout most of the year. Land use can be planned to take advantage of the variable peaking characteristics and more effectively use the available capacity.

There is unused transit capacity (aside from the cable cars) in the Northern Waterfront Study Area during the peak traffic demand periods which can be used more effectively to divert area employees and visitors from auto to transit use, thereby alleviating congestion.

The following circulation needs are evident from the existing land use patterns:

- 1) Jefferson Street is a critical pedestrian and transit street. It is also an important street for access into parking lots located on port property north of Jefferson and adjacent to the Travelodge just west of Powell Street and for service vehicle access to the wharves.
- 2) Beach Street is an important street for access into parking facilities. It also currently serves as a primary transit street in conjunction with Jefferson (Jefferson separates one-way westbound and Beach serves eastbound buses).
- 3) Bay Street serves important through traffic movement functions and as a primary access street for vehicles turning into the Northern Waterfront Study Area.

Local Versus Through Traffic Movement

- Modest increases in traffic have occurred on Bay Street. It is becoming increasingly difficult for traffic to turn into the Northern Waterfront Study Area from eastbound Bay Street.

An improved signing program could improve access into and out of the Northern Waterfront Study Area by achieving a more even distribution of autos looking for parking and reducing unnecessary circling due to visitor confusion.

Increased separation of the local from the through traffic could help to reduce traffic conflicts. Four different approaches for improving access into the Northern Waterfront Study Area have been identified:

- 1) Explore improvement of east/west circulation by creation of a Bay/North Point one-way couplet. This option is consistent with the Northern

Waterfront Plan policies. It could improve conditions for through traffic movement and access into the Northern Waterfront Study Area by eliminating left turns across traffic on Bay Street. Traffic volumes on North Point, a mixed residential/commercial street, would increase under this option.

- 2) Possible separation of local Northern Waterfront traffic from through traffic. Bay would remain a two-way street with North Point and Beach operating as a one-way couplet, facilitating access to parking within the Northern Waterfront Study Area. The primary obstacle in this approach is the transition from one-way to two-way operations at Van Ness and The Embarcadero.
- 3) Explore opportunities for improving north/south access within the Northern Waterfront Study Area north of Bay Street through the use of one-way couplets or intersection improvements. For example, Leavenworth/Jones, Mason/Taylor, and/or Mason/Powell could become one-way couplets. This plan could be implemented with current east/west circulation patterns in place or in conjunction with east/west modifications identified above. The intent is to take pressure off east/west streets, however, topographic and geographic constraints severely limit this option.
- 4) Identification of the primary cross streets on Bay Street where access into the Northern Waterfront Study Area should be focused. Provide adequate signing to clearly direct motorists to these routes, permit left turns from Bay Street at these locations, and restrict turning movements at other locations along Bay Street during peak use periods. The directional signs recently erected on Bay and Van Ness have begun to clarify access points and reduce confusion for the Northern Waterfront Study Area visitor.

Internal Circulation

- The internal circulation in the area is not clearly defined, adequate signing to parking facilities is not provided and people waiting to get into parking garages

often queue into the streets. As a result, there is severe localized congestion during high demand periods.

Explore alternative treatments on Jefferson Street to improve local circulation and minimize congestion:

- 1) Restrict private vehicle access on segments of Jefferson;
- 2) Return Jefferson Street to two-way operation;
- 3) Remove parking on Jefferson to enhance vehicle flows.

Opportunities for improving access into the Pier 39 garage and lots on Port property in the Old Wharf area should be explored. This could be accomplished through driveway relocation and/or circulation modifications, such as the extension of Mason Street north to The Embarcadero.

Consider establishing Beach Street as a primary parking access street to serve the many existing parking garages and lots located along it.

6.2 TRANSIT

The primary issues for transit service in the Northern Waterfront Study Area relate to the current pattern of transit routings, accessibility of service provided, and the extent to which this service is utilized. The Northern Waterfront, in general, is well served by public transit and is the terminus for eight of the ten MUNI routes operating in the area. Being a major route terminus location, the Northern Waterfront Study Area has considerable bus transit capacity available. In contrast, the cable cars operate at full capacity during heavy use periods. The average ridership varies significantly between the MUNI lines, with the cable cars accounting for about 51 percent of all weekday transit riders.

While informational signing issues are closely related to transit utilization within the Northern Waterfront Study Area, this section of the report focuses only on those problems that can be directly addressed through transit route or stop improvements. Signing is addressed in a subsequent section of the report.

6.2.1 EXISTING CONDITIONS

Transit Policy

The Transportation Element of the City's Master Plan designates the following streets as Transit Preferential Streets: Jefferson between The Embarcadero and Hyde; Beach between The Embarcadero and Polk; North Point between Columbus and Van Ness; Bay between The Embarcadero and Columbus; Taylor, Van Ness and Columbus south of North Point; and The Embarcadero south of Beach (see Map 6-4). Transit Preferential Streets are those identified as being important for transit operations and where conflicts with automobiles should be minimized. Beach, Polk, and Van Ness are also designated as Major Crosstown Bus Routes and Jefferson as a Surface Streetcar Line in the Master Plan's Rapid Transit Plan.

There are three proposed rail transit improvement projects that would affect the Northern Waterfront Study Area – two pertaining to establishment of street car service and one pertaining to cable car extension. The F line connecting the Northern Waterfront with the Market Street corridor via Jefferson and/or Beach Streets is in the initial planning stages. In addition, the I-280 Concept Program and the Northeastern Waterfront Plan recommend that a street car line (E Line) be constructed from Fort Mason through the Northern Waterfront Study Area along the same Jefferson/Beach alignment to the Ferry Building and southward to the SP/Caltrain depot at Fourth and Townsend. The alignment through the Northern Waterfront Study Area would be the same for both the F and the E line. The MUNI 1986-91 CIP calls for a one block extension of the Powell/Mason cable car line to just north of the Taylor/North Point intersection to put it closer to the heart of the primary tourist destination.

Transit Operations

Ten different MUNI bus lines provide service to and from the Northern Waterfront Study Area: five with standard diesel buses, three with trolley coaches, and two cable car lines. While buses approach the area on north/south streets, bus service within the Northern Waterfront is primarily east/west oriented; buses operating on segments of all the east/west streets. The current route structure for MUNI maximizes penetration of the Northern Waterfront with transit service, but the broad coverage and the lack of identifiable transit streets can confuse visitors or

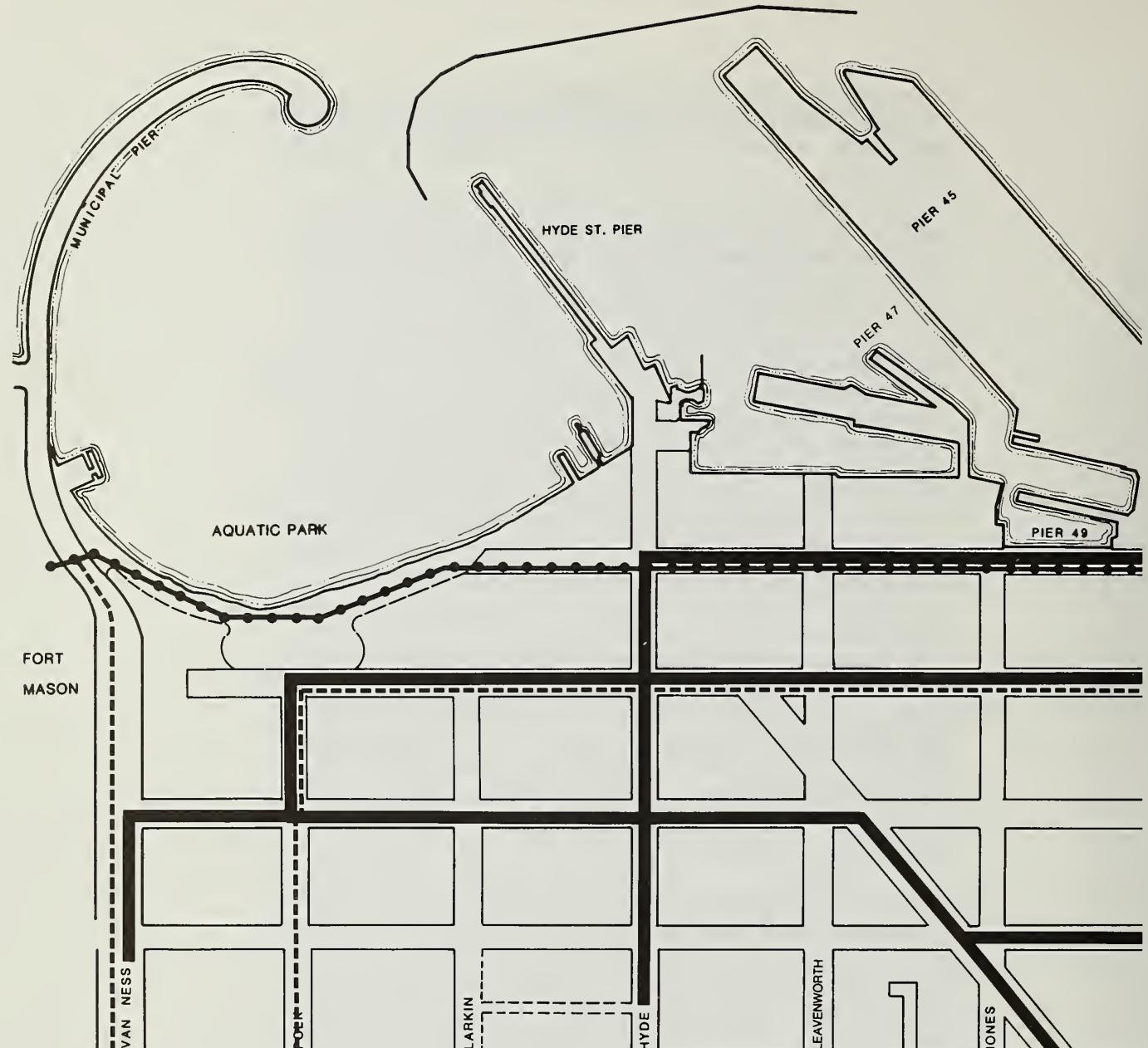
infrequent transit users. In addition, the localized congestion experienced on internal streets such as Jefferson and Beach can result in transit schedule delays during peak use periods.

Map 6-5 identifies the MUNI routes and stop locations in the Northern Waterfront Study Area. Four lines – 19, 42, 47, and 49 – operate in the Van Ness/Polk corridor connecting the Northern Waterfront Study Area to the Civic Center and to other crosstown San Francisco destinations. The 47 and 49 lines terminate in the Northern Waterfront Study Area at the foot of Van Ness, while the 19 and 42 continue eastward circulating throughout the waterfront area. The 15 and the 39 operate on the Powell/Mason corridor in the Northern Waterfront Study Area, with the 39 also circulating within the study area on Jefferson and Beach Streets. The 15 connects to southern San Francisco via the Third Street corridor and 39 climbs Telegraph Hill to Coit Tower. The 30 and 32 provide connections to the downtown, Chinatown, and other neighborhoods. The 30 operates on North Point west of Columbus and the 32 circulates within the Northern Waterfront on Jefferson and Beach Streets entering via The Embarcadero. The cable cars traverse Russian and Nob Hills en route to the Union Square retail and hotel district. The Powell/Hyde cable car operates within the Northern Waterfront Study Area on Hyde Street, while the Powell/Mason line terminates at its southern edge, south of Bay Street on Taylor.

There are about forty designated MUNI bus stops in the Northern Waterfront Study Area (see Map 6-5). Six of the MUNI bus stops on Bay and North Point Streets are shared with Golden Gate Transit buses. Eight MUNI lines have terminals in the Northern Waterfront Study Area. One cable car and two bus lines terminate on Hyde Street at Aquatic Park, two turn around at the foot of Van Ness Avenue, and the remaining three lines end at other locations.

Transit Ridership

The weekday PM peak period and the weekday and Saturday daily boarding and alighting activity for each of MUNI's transit lines in the Northern Waterfront Study Area is summarized in Fig. 6.5. Daily transit ridership averages about 48,600 during the week and 47,300 on Saturday. The PM peak period ridership averages 8,400 during the week. The majority of transit patrons use the two cable car lines. Among the bus lines, the 30 is most heavily utilized accounting for 18 percent of all weekday transit riders. The 19 accounts for 10 percent, the 42 for 8 percent, and



SAN FRANCISCO MASTER PLAN STREET DESIGNATIONS - Transit

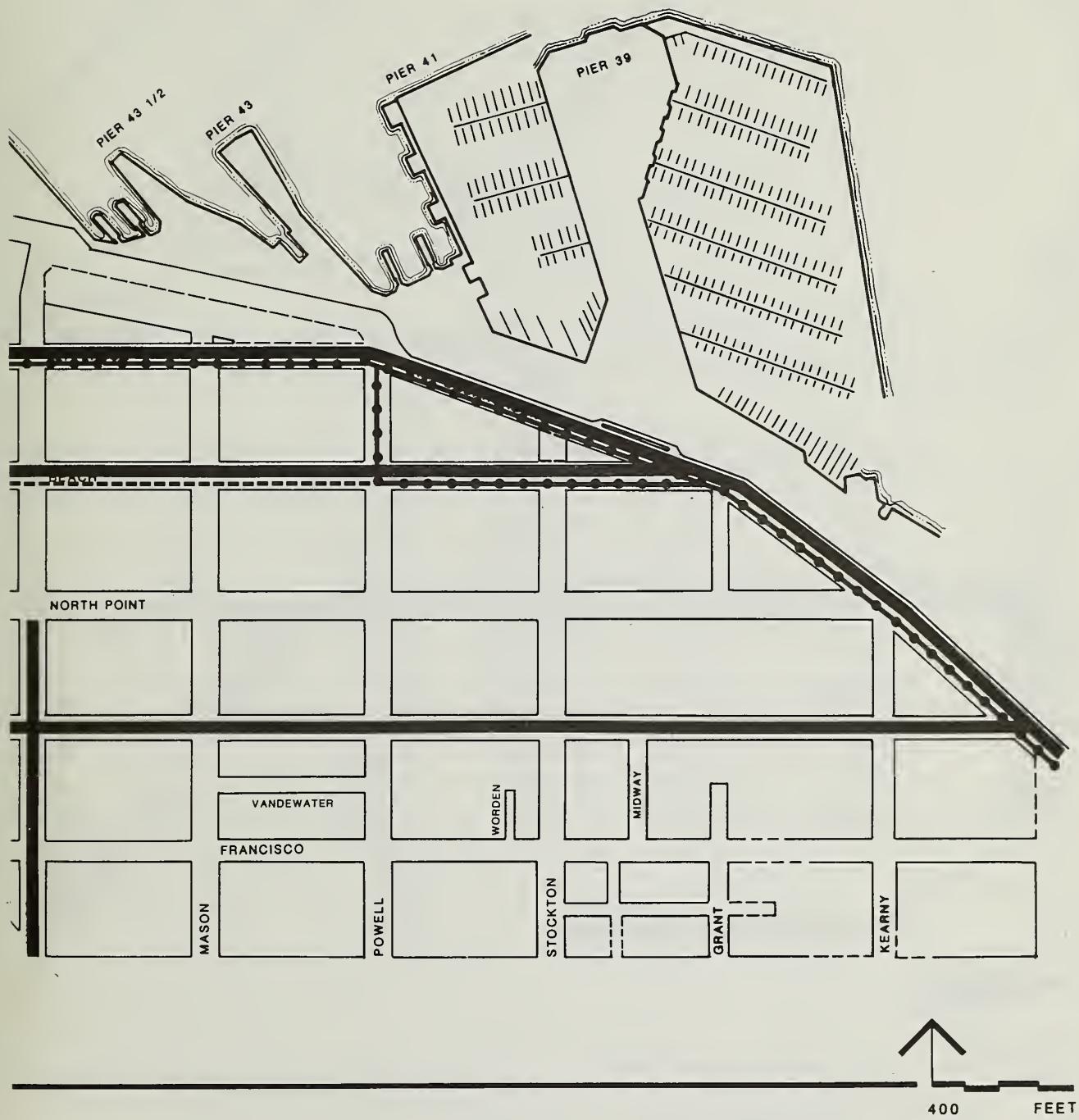


— Transit Preferential Street

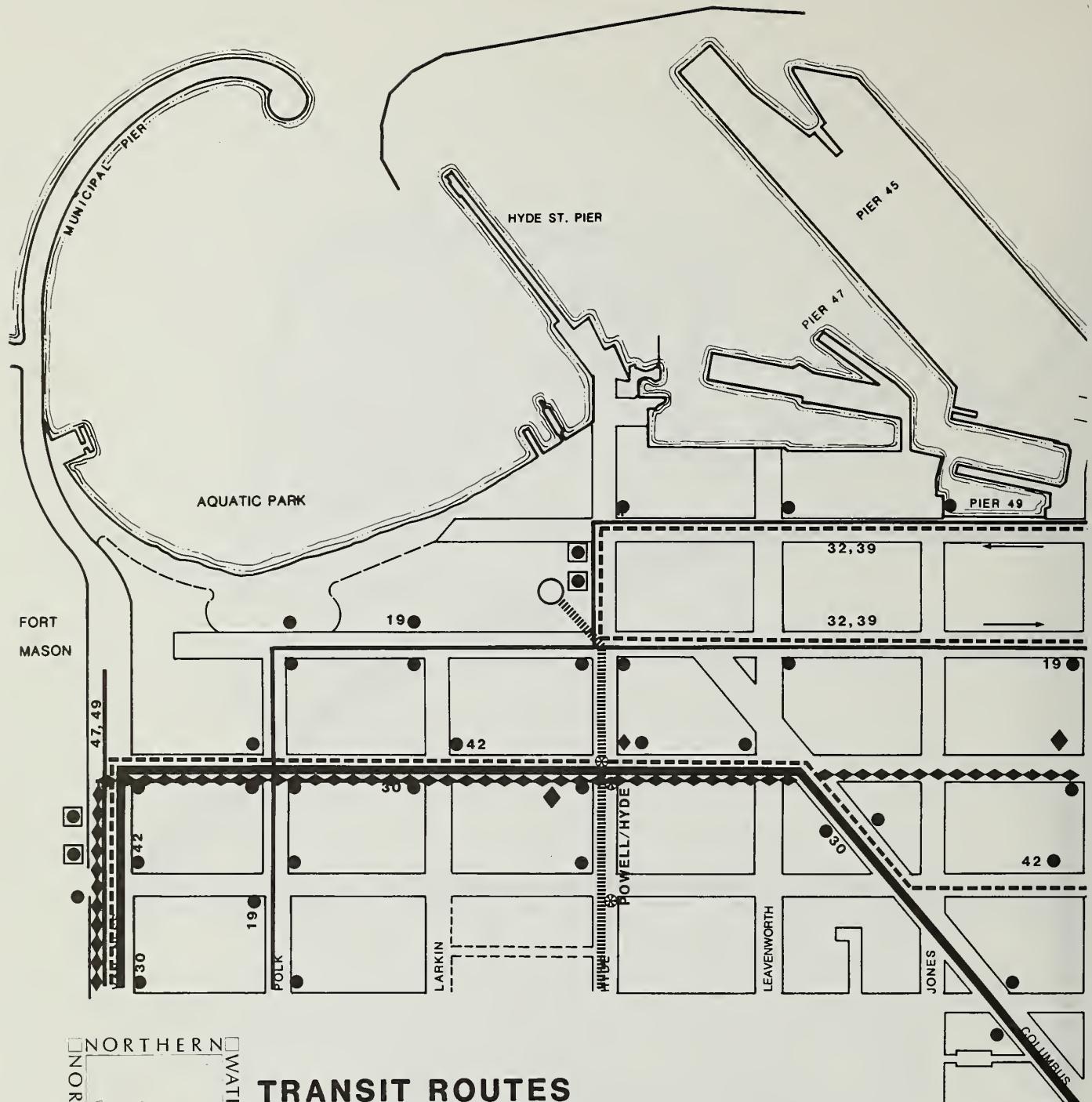
····· Surface Streetcar Line

----- Major Crosstown Bus Route

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Map 6.4



TRANSIT ROUTES

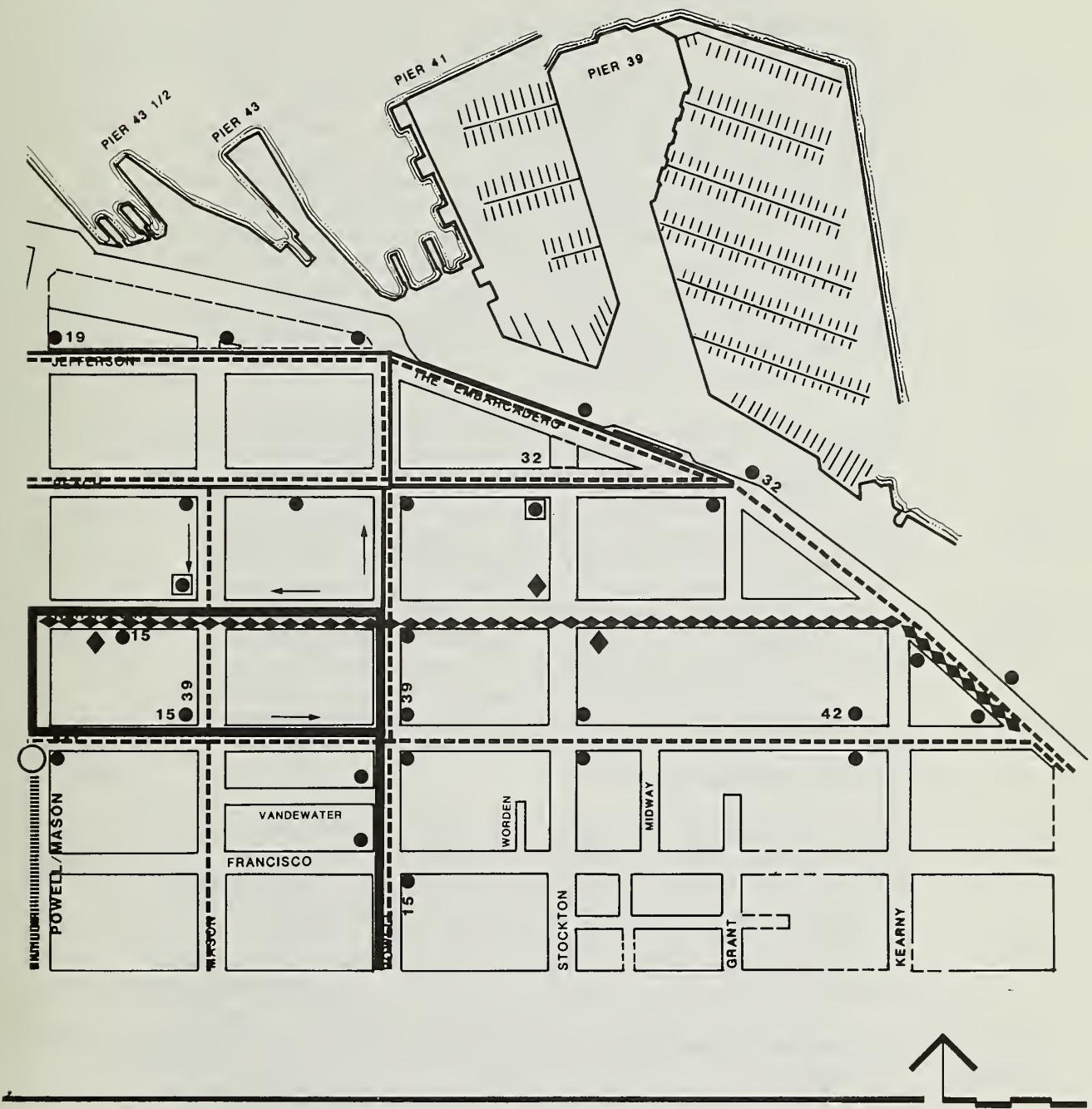
■■■■■ Cable Car Lines

■■■■■ Community Service Bus

■■■■■ Radial Bus Routes

— Crosstown Bus Route

SAN FRANCISCO BAY



◆◆◆◆ Golden Gate Bus Route

● Terminal

400 FEET
Map 6.5

◆ Golden Gate Bus Stops

○ Cable Car Turnaround

* Cable Car Stop

● Muni Bus Stops

the 15 for 5 percent. On Saturdays, when line 42 service is reduced to twenty minute headways, its share of ridership drops to 5 percent and the line 15 share rises to 8 percent. Wharf-bound passenger volumes on lines 32, 39, 47, and 49 are relatively low at all times with the lowest ridership occurring on the 39.

Most of the boarding and alighting activity for the cable cars occurs at their terminals in Aquatic Park near the Beach/Hyde intersection and at Bay/Taylor (see Fig. 6-6). At the Beach/Hyde terminal (Powell/Mason line) there is often more than one empty cable car waiting for passenger boarding. The terminal is designed to permit two cars to stack off-street with the remaining cars to queue up the hill on Hyde Street. During busy operations the cable cars within the terminal often block the sidewalk at the Beach/Hyde intersection. This forces pedestrians out into the street to pass and disrupts the traffic flow at the intersection (see Fig 6-7).

Line 15 which terminates at North Point/Mason and 19 which terminates at Beach/Stockton also have most of their boarding and alighting activity at the route terminus. Aside from these terminals, the most heavily used bus stops are located at Beach/Polk, Bay/Powell and North Point/Hyde. Each of these locations is situated in close proximity to major Northern Waterfront attractions. The remaining transit boarding and alighting activity is dispersed throughout the study area. The broad coverage of the transit routes throughout the Northern Waterfront Study Area and the distribution of the attractions tends to result in this dispersed pattern for boarding and alighting activity.

Kirkland Bus Yard

MUNI operates a diesel bus facility, Kirkland Bus Yard, on the block bounded by Beach, North Point, Powell and Stockton Streets. Buses for twenty-one bus lines are based at the yard. Approximately 150 buses are dispatched from Kirkland during the AM peak period, with activity commencing before 5 AM and concentrated between 6 and 7 AM. About 50 buses return to Kirkland for the midday and are dispatched again between 2 and 4 PM to meet school and downtown PM peak period service demands. Most buses then return to Kirkland between 6 and 8 PM. The Kirkland facility has only minor impacts on Northern Waterfront circulation because the vast majority of bus activity occurs either prior to the AM peak or after the PM peak periods.

FIGURE 6-5
TRANSIT BOARDING AND ALIGHTING ACTIVITY
(Bay Street Screenline)

Route/ Direction	Weekday PM		Weekday Daily		Saturday Daily		
	Peak Period (4-6PM) Ridership	Avg. Load	Ridership	Avg. Load	Ridership	Avg. Load	
15 NB	130	8.2	680		4.1	1335	9.8
15 SB	250	14.7	1610		9.1	2280	16.9
15 Total	380	--	2290		--	3615	--
19 NB	280	16.5	1970		16.4	2335	24.3
19 SB	720	45.0	2705		22.0	2320	23.9
19 Total	1000	--	4675		--	4655	--
30 NB	845	17.2	5430		14.3	4595	23.7
30 SB	730	18.5	3260		9.7	3605	12.6
30 Total	1575	--	8690		--	8200	--
32 NB	70	8.0	565		9.9	750	24.1
32 SB	230	25.2	820		13.0	655	21.1
32 Total	300	--	1385		--	1405	--
39 NB	10	1.9	70		1.3	70	1.3
39 SB	20	3.8	135		2.5	135	2.6
39 Total	30		1205		--	205	--
42 S-to-N	330	29.8	1760		15.5	1090	12.1
42 N-to-S	160	29.6	2245		17.7	1385	13.3
42 Total	490	--	4005		--	2475	--
47 NB	30	3.9	255		2.7	510	8.0
47 SB	135	16.6	470		5.0	500	7.8
47 Total	165	--	725		--	1010	--
49 NB	30	3.6	270		3.1	495	8.1
49 SB	80	10.3	345		3.9	255	4.2
49 Total	110	--	615		--	750	--
Cable Cars ¹	4325	53.4	25,000		34.2	25,000	39.7
TOTAL RIDERSHIP	8375		48,590		--	47,315	--

SOURCES: Bus ridership – Route Profile Reports prepared for the Municipal Railway in Spring 1984 by Wilbur Smith & Associates and Department of City Planning counts conducted February 1986.

Cable car ridership – Michael Fink of the MUNI Information Office and Department of City Planning.

¹ Cable car ridership is the combined Powell/Hyde and Powell/Mason ridership. The weekday and Saturday daily cable car ridership represent the high use scenario estimates by MUNI. The peak period ridership is estimated based on a calculated PM peak period transit share.



Figure 6.6 Cable car turnaround at Bay/Taylor intersection.



Figure 6.7 Cable cars at Beach/Hyde intersection.

6.2.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

While a significant amount of transit service is available to and from the Northern Waterfront, its deployment and utilization may not be optimal. The central issues relating to transit service are as follows.

Imbalanced Transit Utilization

- Transit utilization in the Northern Waterfront Study Area is imbalanced. The cable car lines are heavily used and quite crowded. During the tourist season passengers wait in line for long periods of time just to board the cable cars. In contrast, the buses and trolley coaches have extra seating capacity that is underutilized in the Northern Waterfront Study Area.

A cable car ride clearly represents something unique for tourists. Many visitors ride the cable cars more for the experience than as a means of transportation. The capacity of the cable cars is essentially fixed. While MUNI has a long range plan to extend the Powell/Mason cable car line north one block to the Taylor/North Point intersection, it has no plans to expand the fleet or to cut headways. Any new demand for the cable cars will mean longer lines and increased waiting times for patrons or choosing another mode of transit into or out of the Northern Waterfront.

The excess capacity available on buses and trolley coaches in the Northern Waterfront Study Area provides an opportunity for improving overall accessibility by capturing more employee and visitor trips and at least one-direction of the visitor trips which now use the cable cars in both directions.

Employees, particularly those who work day shifts, are the most easily targeted potential transit user group due to their consistent trip making patterns. Transit incentive programs administered by employers could increase employee transit use. The biggest limitation to attracting additional workers to transit is work hours. During early morning hours when the fish related businesses begin their work and in late evening or night hours when the restaurants are very active, there is limited transit service available.

Improving transit system information and providing more identifiable boarding areas could potentially attract additional visitors to the system. Increased route information would be critical to this approach, particularly since the current MUNI lines do not take patrons to the same destinations as the cable car lines.

Provision of an historic street car system which operates on a fixed rail line through the Northern Waterfront Study Area, such as that envisioned for the F or E line, could potentially provide the necessary mix of identity and uniqueness to attract visitors to alternative forms of transit, thereby alleviating congestion on the cable cars and the street system.

Many of the MUNI bus lines currently operate at capacity outside the study area. The addition of new patrons from the Northern Waterfront could compound crowding conditions on other segments of these lines.

Route Structure

- MUNI's route structure is very dispersed in the area opting for a high level of transit penetration. The operation of transit service on all of the east/west streets and many of the north/south streets in the Northern Waterfront tends to confuse unfamiliar transit patrons. In addition, buses operating on congested streets can be subject to schedule delays (see Fig. 6.8).

Topographic constraints in the Northern Waterfront Study Area restrict access to Bay Street and a few north/south streets: The Embarcadero, Columbus, and Van Ness, thereby limiting opportunities to significantly reorient traffic or transit access. Establishing a clearly defined functional hierarchy of streets within the area could improve understanding of the circulation patterns and the transit system and reduce schedule delays associated with congestion.

Of the ten transit routes serving the Northern Waterfront Study Area, two are cable car lines and three are trolley lines. Modification of trolley lines would involve overhead rewiring, incurring substantial expense. There is a plan to extend the Powell/Mason



Figure 6.8 Muni operations on Jefferson Street.

cable car line on block to the north near the North Point/Taylor intersection, but it is a very costly project. The remaining five transit lines could more easily be rerouted. Various approaches are possible in structuring transit services in the Northern Waterfront Study Area:

- 1) Maintain high coverage and route penetration as currently exists. This has the advantage of proximity to attractions, but requires a tradeoff in terms of schedule reliability when transit streets are shared with autos.
- 2) Potential reduction of transit service circulating within the area (to one or two lines) and turnback of the remaining lines on the periphery of the Northern Waterfront Study Area at key transit transfer points. This option maintains service in

the heart of the district and provides transit focal points, but reduces the number of lines subject to schedule delays.

- 3) Possible elimination of all transit service in the heart of the Northern Waterfront Study Area, turning back all lines at the periphery of the district at key transit transfer points. This substantially reduces transit coverage, but avoids the problem of schedule delays associated with operation on congested streets and focuses transit access to the edge of the district.
- 4) Transit preferential treatments could be provided along all or portions of Jefferson and/or Beach Streets. This option could include Jefferson as a pedestrian/transit/service street provided adequate service vehicle access is maintained. Transit service in the heart of the activity area would be maintained and conflicts with other vehicles would be reduced.

Changing MUNI route structure in the Northern Waterfront could potentially affect transit service/schedules in other parts of the city served by these routes.

Focused Transit Transfer or Terminal Locations

- The presence of five different terminal locations for MUNI lines fails to provide a focal point for transit service.

A reevaluation of the transit system route structure provides the opportunity to explore the consolidation of route terminus locations, thereby creating transit transfer points in the Northern Waterfront Study Area to achieve a greater degree of transit visibility and reduce visitor confusion. These are generally envisioned as on-street bus layover facilities rather than a major off-street terminal. Alternative approaches to the problem include:

- 1) Creation of a central transit terminus point. This approach has limited feasibility given the route structure constraints of the cable car lines and the trolley car lines. The concentration of transit activity in one location might also require use of off-street space to accommodate all the buses in one location.

- 2) Consolidation of route terminus locations into a limited number (two to four) of highly visible transit transfer points. This option accounts for the fixed nature of the cable car and trolley lines and affords a greater flexibility in route structure for transit lines in the Northern Waterfront Study Area than a central transfer point would.

Improved Transit Information

- Limited transit information is available, except at the cable car turnarounds. The lack of information tends to discourage rather than assist the unfamiliar visitor in use of the transit system.

Establishment of a centralized boarding and alighting areas for transit would facilitate provision of transit service information.

Additional transit signage would need to be integrated with overall pedestrian signage to Northern Waterfront attractions to orient visitors without creating a cluttered appearance. Specific measures are outlined in greater detail in the signage section of this report.

6.3 PEDESTRIAN/BICYCLE

The Northern Waterfront Study Area, being one of the foremost tourist attractions in the city, generates significant pedestrian activity. While the massing of pedestrian activity contributes to the feeling of excitement, making the waterfront an attractive place to visit, visitors may experience congestion in some areas. This congestion is caused by localized conflicts with vehicles, obstructions on sidewalks, and in some locations a lack of pedestrian walkways or sidewalks.

Bicycling, for recreational, work or shopping purposes, is one of the least visible means of travel in the Northern Waterfront Study Area. The proximity of the area to the waterfront and the Golden Gate National Recreational Area make it a desirable destination for bicyclists and an attractive place for recreational cycling. The primary issue relative to bicycle travel is that the support facilities, such as secure parking and designated bikeways, which promote the use of bicycles, have not been provided.

While directional and informational signing issues are closely related to pedestrian circulation within the Northern Waterfront Study Area, this section of the report focuses on those problems that can be directly addressed through physical pedestrian or bicycle improvements. Signing is addressed in a subsequent section of this report.

6.3.1 EXISTING CONDITIONS

Pedestrian/Bicycle Policy

The Transportation Element of the San Francisco Master Plan does not specifically designate a network for pedestrian travel. It does, however, call for the widening of sidewalks "where intensive commercial, recreational, or institutional activity is present...". The Fisherman's Wharf area is identified as a high activity area of the city where the usable width of the sidewalks are "narrower" than required for pedestrian movement.

The Master Plan designations for bicycles are identified on Map 6.6. The Embarcadero south of Beach Street, is designated as a Class I bikeway. Beach Street from The Embarcadero to Polk, and Polk Street south of Beach, are both designated as Class III bikeways. Class I bikeways consist of off-road, separate paths for bicyclists and Class III facilities are signed bikeways only. The San Francisco Master Plan also designates Columbus Avenue south of Beach, Beach Street between Columbus and Polk, Polk Street south of Beach, and Bay Street west of Polk as links in the preferred commute bike route system.

Pedestrian Circulation and Flow Characteristics

Pedestrian circulation in the Northern Waterfront Study Area is directly linked to the location of activities in the area. The most heavily used streets are those which connect major attractions (see Map 6-7). Pedestrian counts have been conducted in the Northern Waterfront Study Area as part of this study and for previous studies conducted in the area. The count data is summarized in Figure 6-9. The greatest pedestrian problems occur where the volumes of pedestrians are heavy and there is inadequate space for people to walk either due to narrow sidewalks or sidewalk obstructions and where pedestrians must compete with autos for limited space. The problems become particularly acute during the busy tourist season; the more visitors present in

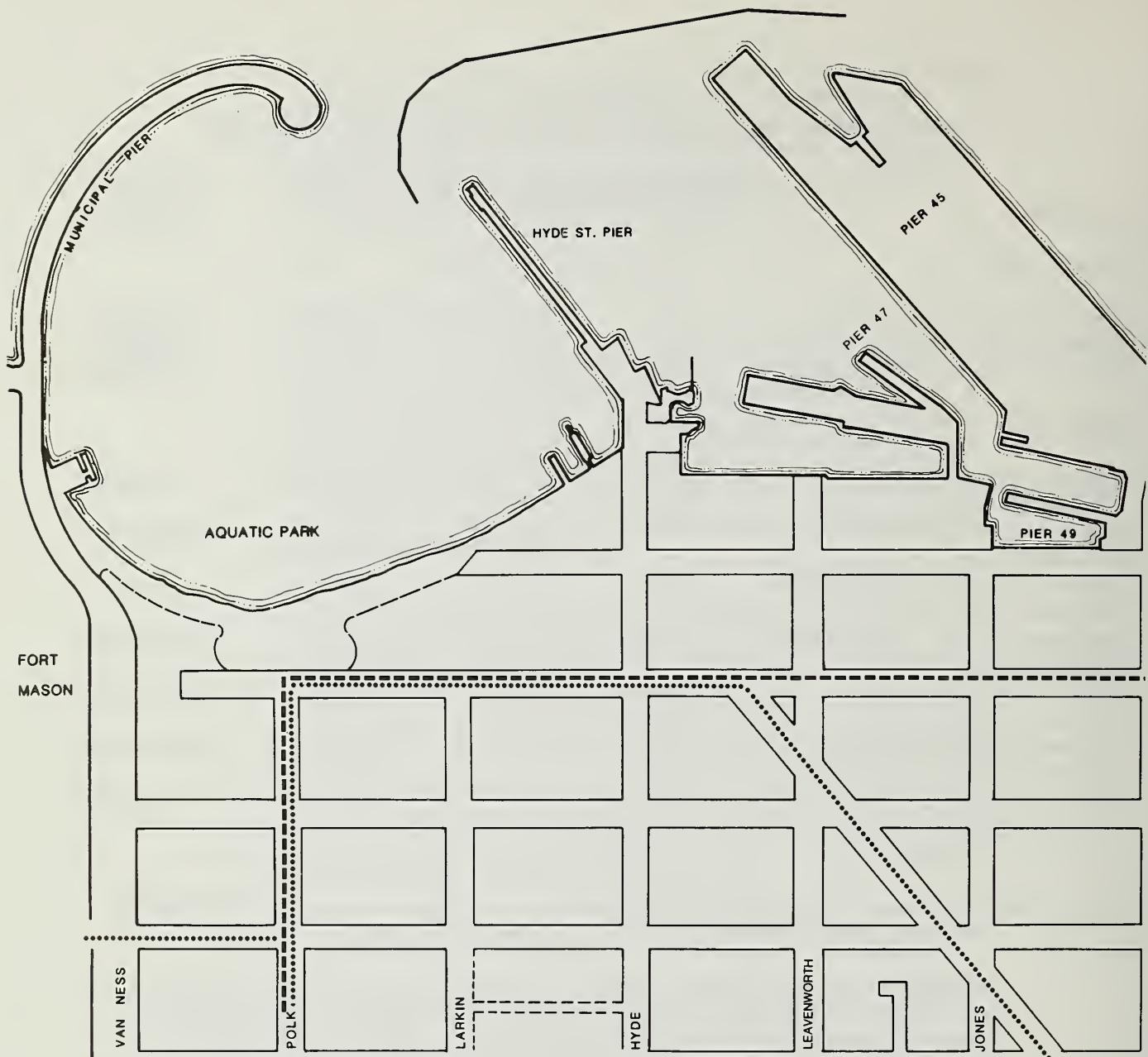
TABLE 6-9
MIDDAY PEDESTRIAN SIDEWALK AND CROSSWALK VOLUMES

<u>Location</u>	<u>Sidewalk Width</u>	<u>Effective Width¹</u>	<u>Weekend Peak 15 Minutes</u>	<u>Level of Service²</u>
<u>Crosswalks</u>				
Jefferson at Powell, (WS)	11.8	11.8	285	Impeded
Embarcadero at Powell, (ES)	11.8	11.8	395	Impeded
Powell at Embarcadero, (SS)	10.0	10.0	253	Impeded
<u>Sidewalks</u>				
Beach between Hyde & Larkin, (NS)	20.5	7.0	478	Impeded
Beach between Hyde & Larkin, (SS)	9.5	3.1	370	Constrained
Jefferson betwn. Leavenworth & Hyde, (NS)	15.4	6.7	420	Impeded
Jefferson betwn. Leavenworth & Hyde, (SS)	15.2	3.0	433	Constrained
Jefferson betwn. Jones & Leavenworth (SS)	15.0	8.8	888	Constrained
Taylor between Jefferson & Beach, (WS)	15.0	4.0	497	Constrained
Taylor between Jefferson & Beach, (ES)	15.0	6.8	461	Impeded

SOURCES: San Francisco Department of City Planning counts conducted Thanksgiving weekend November 1985, DKS counts from March 1986.

1 Effective width of sidewalk, the portion of walkway free from obstruction, is calculated at the most restrictive point of the sidewalk. The calculation assumes a deduction of 1.0 foot for clearance from the curb edge for a stationary object, e.g. trash receptacle and a uniform 1.0 foot clearance from walls or display/restaurant tables. The effective sidewalk width may vary dependent upon the presence of street artists, performers, etc. or sidewalk obstructions such as sandwich boards.

2 Pushkarev, Boris with Jeffrey Zupan, Urban Space for Pedestrians, 1975. Refer to Appendix for description of Pedestrian Levels of Service.



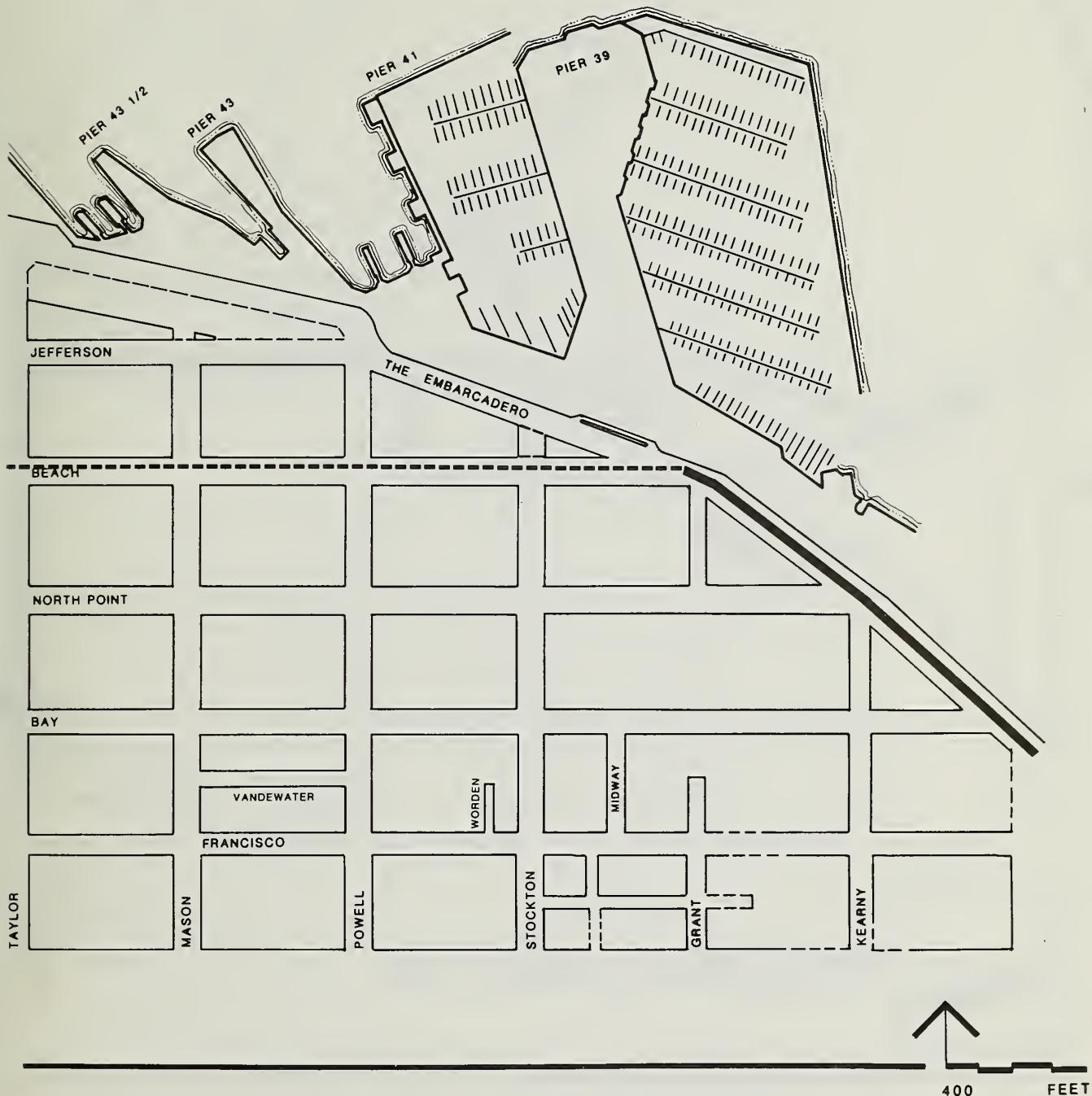
SAN FRANCISCO MASTER PLAN STREET DESIGNATIONS - Bikeways

— Class I Bikeway - Off-Road Separate Path

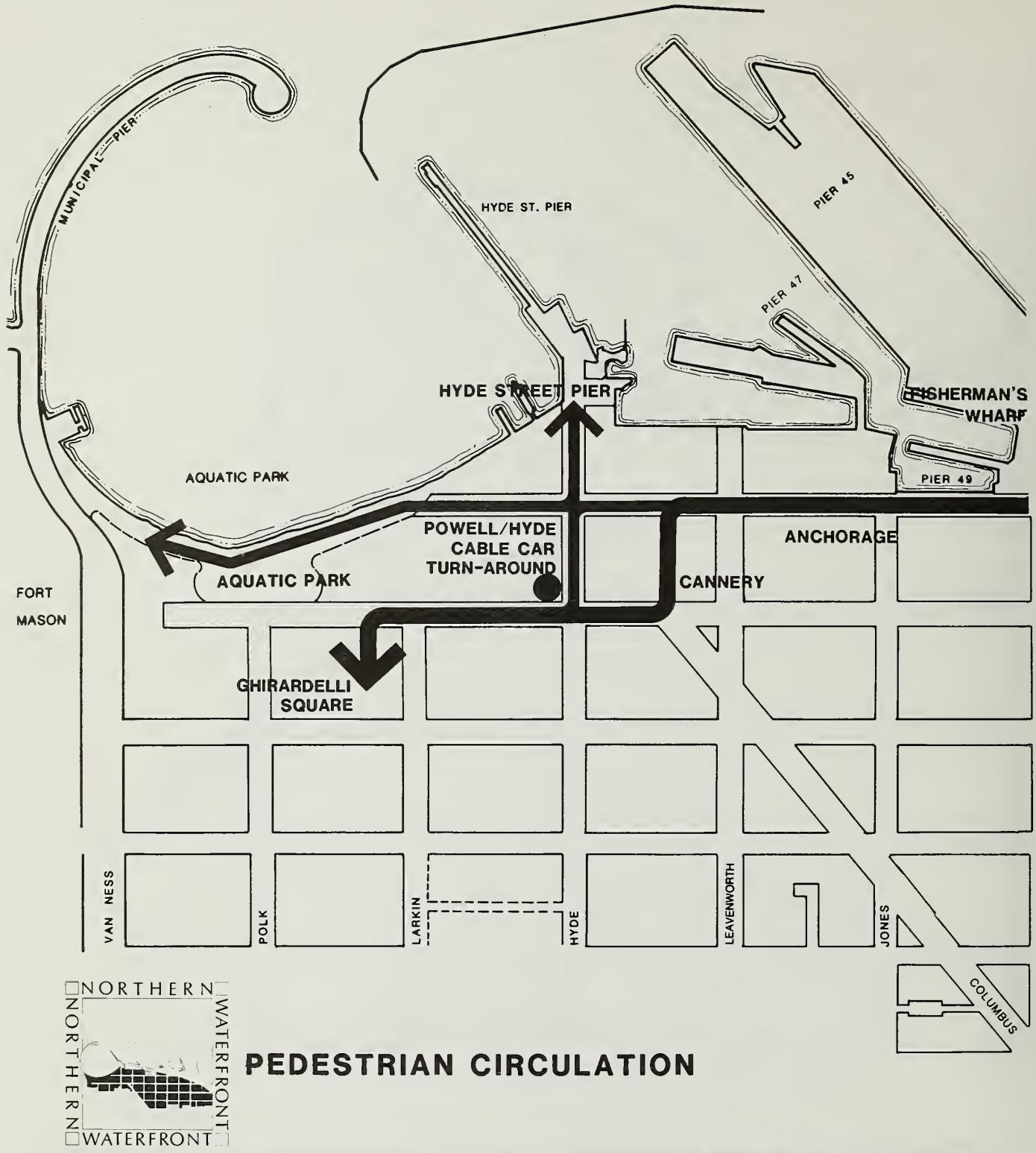
---- Class III Bikeway - Route Signs

..... Preferred Commute Bike Route

SAN FRANCISCO BAY



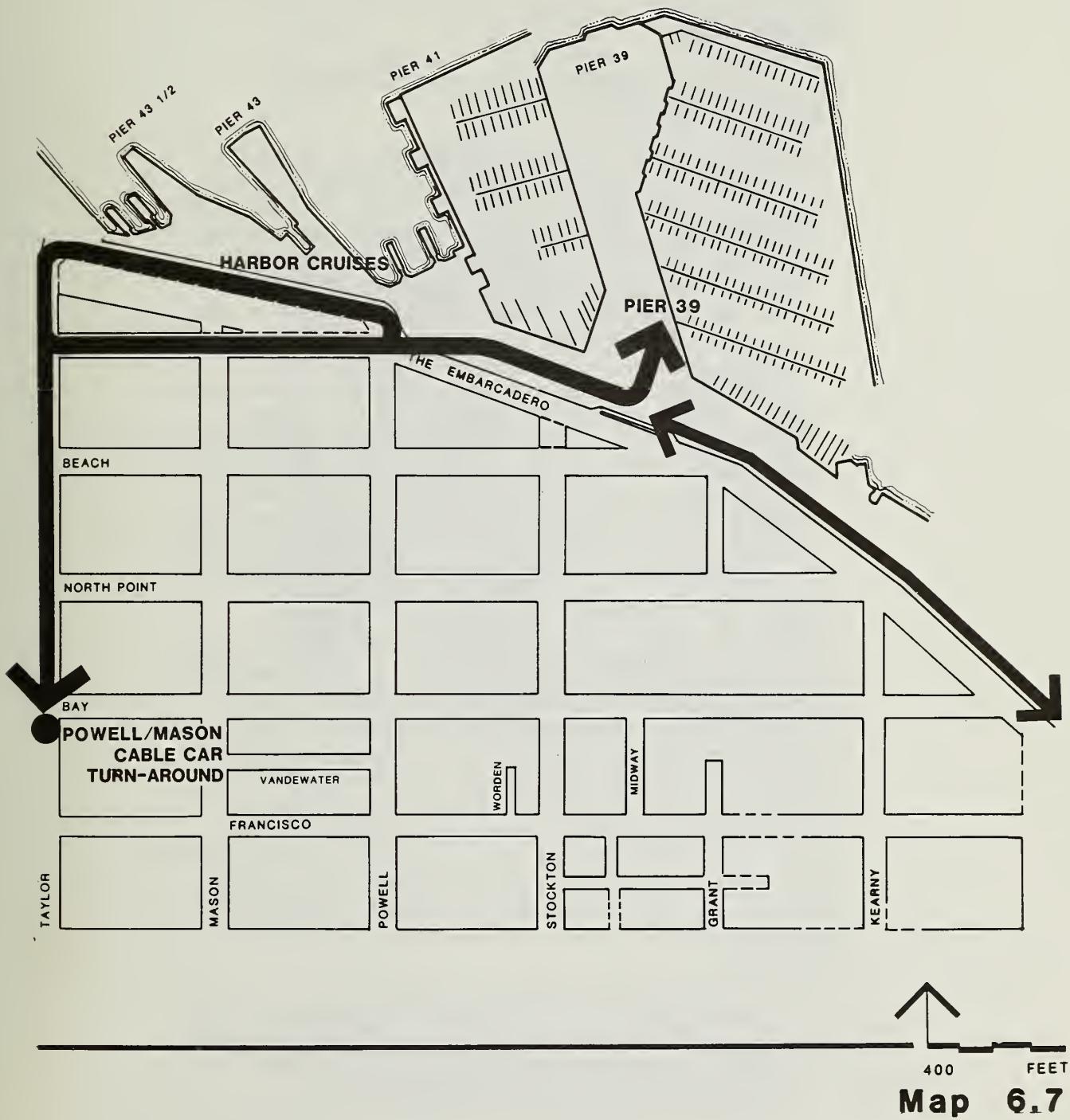
Map 6.6



Primary Pedestrian Flows

Secondary Pedestrian Flows

SAN FRANCISCO BAY



the Northern Waterfront, the greater the likelihood for street performers, artists, and vendors to be out. As crowds form around the performers and booths the disruption to pedestrian flows is great, with people spilling out into the streets. Map 6-8 summarizes the pedestrian problem locations.

The heaviest pedestrian flows occur at the following locations:

- The Embarcadero between Taylor Street and Pier 33 (Bay Street)—The pedestrian walkway along the north side of The Embarcadero is well developed between Pier 33 and the Jefferson/Powell/Embarcadero intersection. Continuous sidewalks exist on the south side of The Embarcadero with the exception of a small section between North Point and Bay where the sidewalk ends, forcing pedestrians out into the street. Between Pier 39 and Powell Street pedestrians walk along a broad, landscaped pedestrian way, passing by the harbor cruise piers (see Fig. 6-10). West of Powell, the walkway transitions to a relatively narrow discontinuous sidewalk containing little or no landscaping. There is a separate pedestrian walkway on the north side of the roadway which continues on to the "Old Wharf" restaurant area. The walkway follows the Embarcadero roadway through the port property parking lots rather than fronting the waterfront (see Fig. 6-11).

Jefferson Street between The Embarcadero and Hyde Street – Most of the pedestrians walking between Pier 39 and the Ghirardelli Square/Cannery shopping areas walk along Jefferson Street. Jefferson Street has numerous commercial recreation outlets, such as the Wax Museum, views of the fishing fleet at the seawall, on-street food vendors, restaurants, street artists, and many shops, the largest centers being the Anchorage and the Cannery (see Fig. 6-12). Much of the activity is concentrated on the south side of the street. Jefferson Street also connects to Aquatic Park on the west. All this activity adds to the interest of the street and therefore attracts the largest share of pedestrians.

- Jefferson Street – There are two critical intersections along Jefferson, at Powell/Embarcadero and at Taylor Streets. Large numbers of pedestrians go to and from the Pier 39 parking garage crossing the Jefferson/Powell/Embarcadero intersection. While the

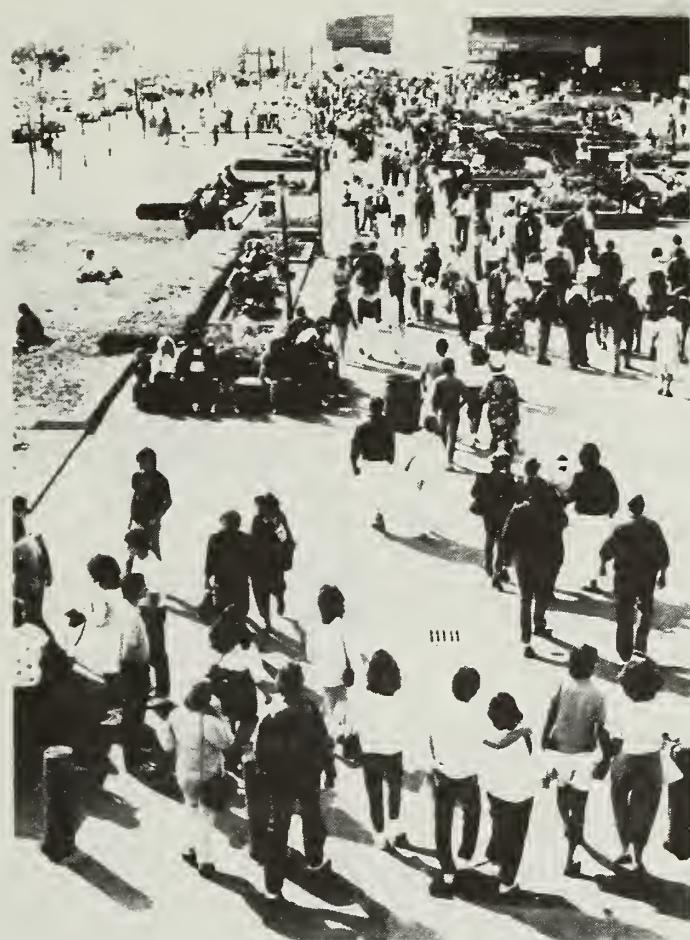
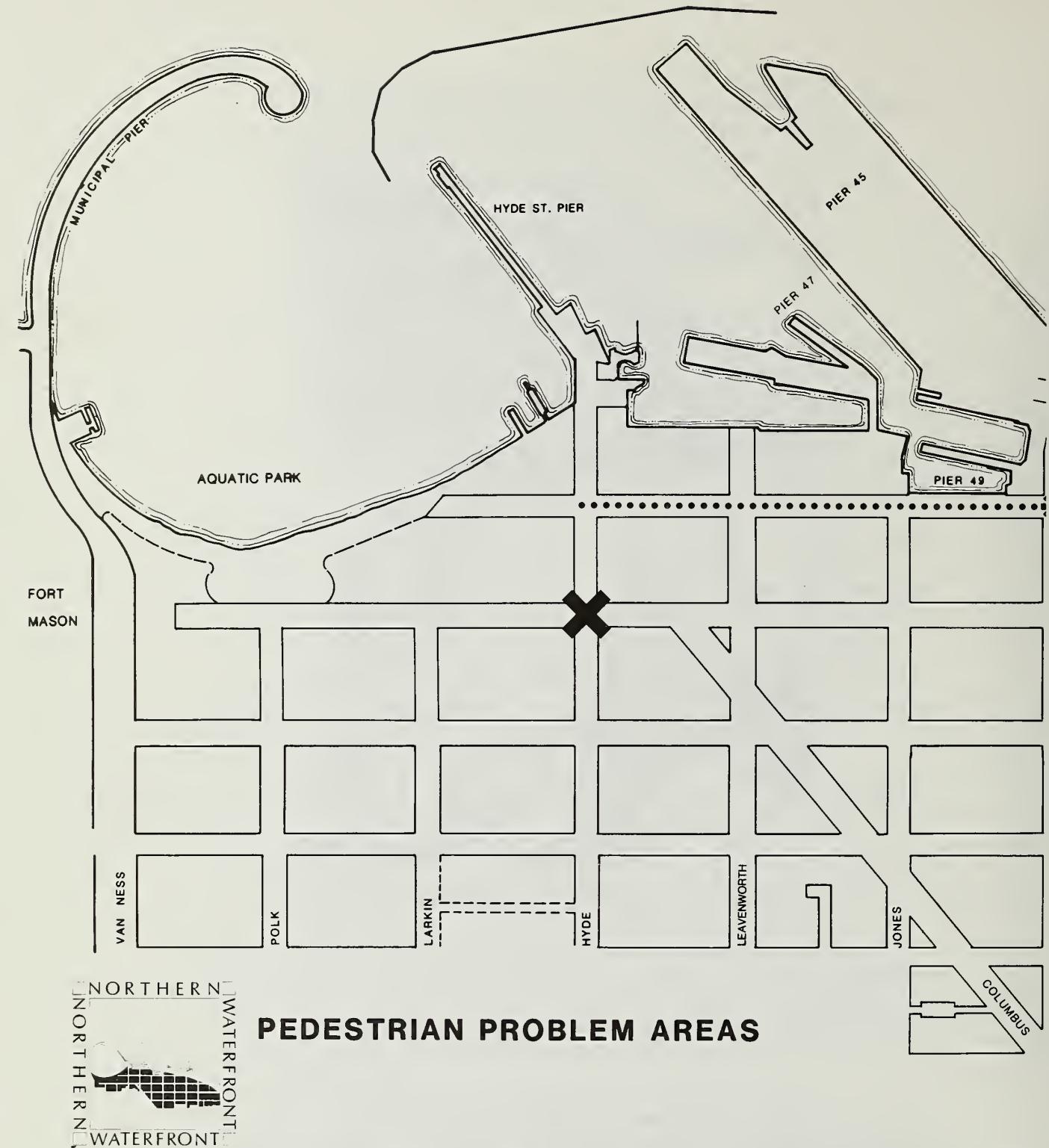


Figure 6.10 The Embarcadero sidewalk near Pier 39.

recent installation of a signal at this intersection has reduced pedestrian vehicle conflicts, the lack of definition of this broad space especially as it turns into The Embarcadero still presents some confusion. For pedestrians headed east to Pier 39, many exit the garage mid-block and "jaywalk" across The Embarcadero rather

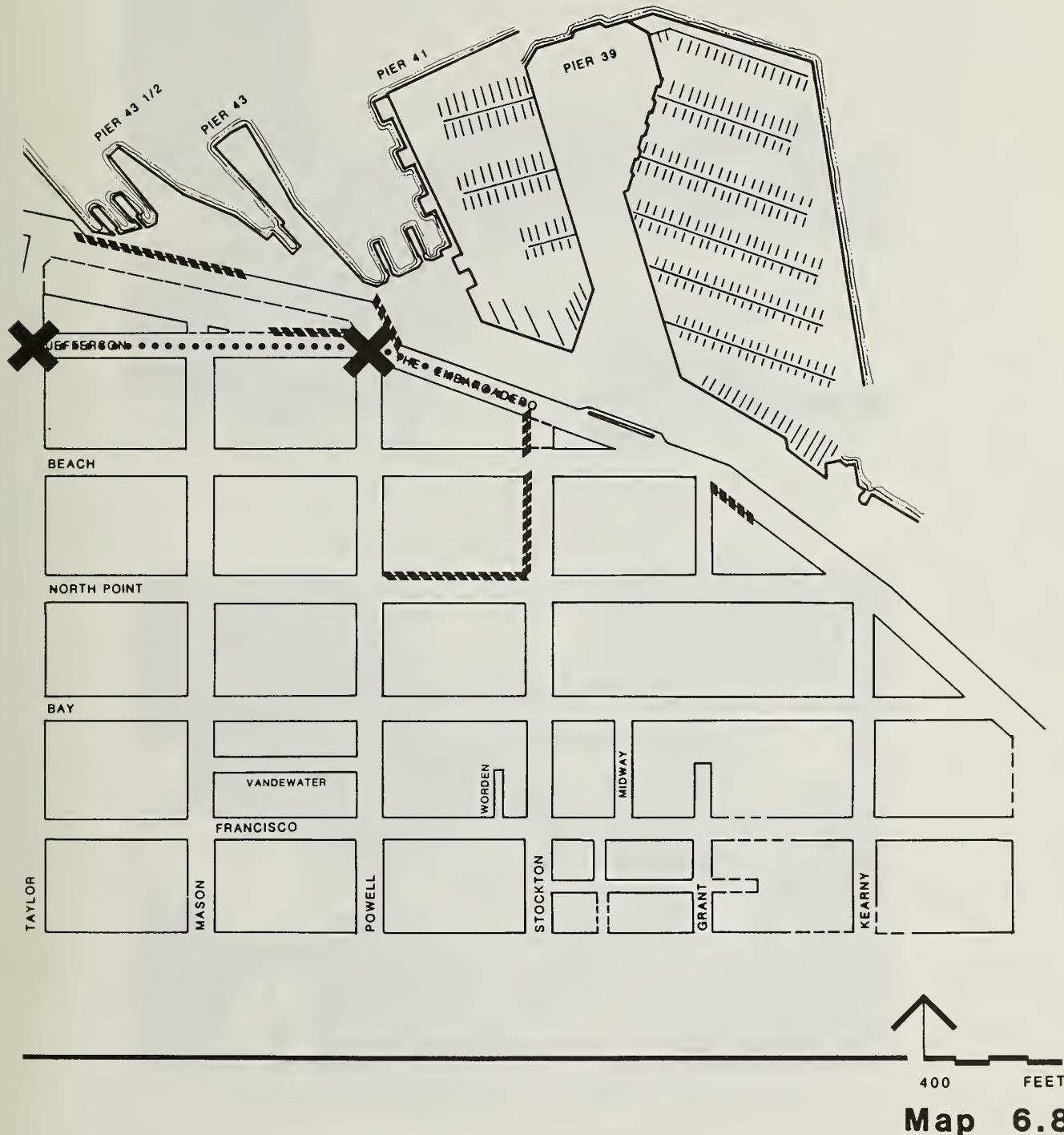


Intersection Conflicts Between Pedestrian and Vehicles

■ Sidewalks Not Improved or Discontinuous

..... Pedestrian/Joggers in Street or Crossing Street Mid-block

SAN FRANCISCO BAY



Map 6.8



Figure 6.11 The Embarcadero sidewalk at the Franciscan.



Figure 6.12 Jefferson Street arcades at Tarantino's.

than going back to Powell Street or to Stockton. At Taylor and Jefferson, conflicts occur between the large numbers of pedestrians walking along Jefferson and the cars turning left at Taylor to exit the Northern Waterfront Study Area.

In general, Jefferson Street has extremely high pedestrian flows, in excess of an estimated 3,000 pedestrians per hour during peak use periods. This is one of the most heavily travelled pedestrian corridors in the City. The number of pedestrians far exceeds the number of autos (estimated at 5,000 to 6,000 per day on weekends). In many locations the sidewalks on Jefferson Street cannot comfortably accommodate the large number of pedestrians due to narrow widths and obstructions on the sidewalk. In addition to vehicles, pedestrians must also compete with joggers that favor Jefferson Street for waterfront runs.

There are four critically narrow sections of sidewalk along the north side of Jefferson Street in the area under Port of San Francisco jurisdiction:

- 1) Directly across the street from The Cannery courtyard building, arcades have reduced the public sidewalk area to 5.6 feet. Street light standards take away an additional 2.7 feet leaving less than a foot of effective sidewalk width.
- 2) At Mason Street the sidewalk width is 7.2 feet. Car bumpers extending over the sidewalk can reduce the effective sidewalk width down to less than two feet.
- 3) At Fisherman's Wharf parking lot entrance between Mason and Powell the full sidewalk width is only 2.7 feet, barely wide enough for one person to walk comfortably.
- 4) Immediately west of Powell Street at the MUNI bus stop the sidewalk width of 5.2 feet is reduced to an effective width of about 3 feet due to placement of the MUNI stop sign. This location has the added complication of having a pedestrian crossing area leading directly into a bus zone rather than connecting with a sidewalk.



Figure 6.13 Jefferson Street arcades at Alioto's.

The presence of vendors, street artists, and elevated arcades adds to the interest of the street, but further reduces the space for people to walk along the sidewalks. As a result people automatically move out into the street to pass by these attractions. This and the comparatively slow traffic encourages people to walk in and across the street mid-block along much of Jefferson (see Figs. 6-13 and 6-14). To further



Figure 6.14 Spectators and pedestrians spill out into Jefferson Street.

compound problems, the many joggers along the waterfront tend to run in the street on Jefferson because there is not enough room on the sidewalks.

- Beach Street between The Cannery Courtyard and Ghirardelli Square – The natural tendency for pedestrians walking in the Northern Waterfront Study Area is to cut through The Cannery courtyard between Jefferson and Beach Streets and continue along Beach Street to Ghirardelli Square or vice versa. The activity and concentrations of people at The Cannery draw people in and through the courtyard. Beach Street



Figure 6.15 Pedestrians and street vendors on Beach near Hyde.

affords visitors opportunities to view the local street artist displays or the more formal galleries on the south side of the street (see Fig 6-15).

The terminus of the Powell/Hyde Street cable car at the Hyde Street intersection attracts large numbers of pedestrians. The concentration of street artists and vendors at this corner adds to the the liveliness of the corner, but also contributes to congestion on the sidewalk during busy periods. The problems of limited space for pedestrians are compounded when the cable cars stack up at the turnaround and actually extend out over the sidewalk, blocking passage for pedestrians (refer to Fig. 6-7).

- Taylor Street between the cable car turnaround at Bay and The Embarcadero – Taylor is a natural entry point into the Northern Waterfront Study Area for pedestrians disembarking at the Powell/Mason cable car terminus at Taylor and Bay. Taylor terminates at the traditional wharf area and pedestrians pass by local street artist displays and numerous cafes and shops enroute to Fisherman's Wharf.

Taylor has similar problems to those on Jefferson Street because the sidewalks have a great deal of pedestrian traffic and activities occurring on the sidewalks. Some crowding of the pedestrians is acceptable, particularly if it is done for the sake of adding interest to the waterfront area. Obstructions such as the sandwich board advertising signs, however, compound the crowding conditions without contributing to the diverse experience at the Northern Waterfront.

- Hyde Street between Beach and Jefferson – While not quite as heavily used as the previously mentioned streets, Hyde Street provides a connection between the cable car turnaround and Jefferson Street along Aquatic Park, the largest public open space in the area. The Hyde Street Pier and the views of the water also tend to draw pedestrians along this path.

Bicycle Circulation and Flow Characteristics

The signing for bicycle routes on Beach and Polk Streets in the Northern Waterfront lends some definition to bicycle circulation in the area, but the overall numbers of riders are few. Some bicyclists come to the Northern Waterfront for utilitarian trips, such as shopping, but many bicyclists visit the Northern Waterfront Study Area for recreational trips.

Access to the Sausalito, Tiburon, and Angel Island ferries and the Golden Gate National Recreation Area (GGNRA) make it a desirable spot for recreational cycling.

There has been no data collected on bicyclists in the Northern Waterfront Study Area because their numbers are so few. However, a few general comments about bicycle travel can be made. Beach Street from The Embarcadero to Polk and Polk Street south of Beach are signed as bicycle routes. The connection between Beach Street and The Embarcadero is not signed, creating confusion for the cyclist. The presence of tracks in many of the roadways also detracts from potential use by cyclists. For bicyclists with a destination in the Northern Waterfront, one of the primary drawbacks of the area is lack of secure bicycle storage facilities.

6.3.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

While the number of pedestrians on the streets in the Northern Waterfront Study Area point to a successful and thriving pedestrian area, there are numerous steps that can be taken to improve the pedestrian experience and increase bicycling opportunities. The pedestrian/bicycle issues are summarized as follows.

Lack of Adequate Pedestrian Space

- There is a lack of adequate space to accommodate both the large numbers of pedestrians and all the sidewalk activities occurring on the key routes linking major attractions.

Jefferson Street – Jefferson Street presents a primary opportunity for creation of a special pedestrian district, that is, a pedestrian and transit/service vehicle street, due to the large numbers of pedestrians in relation to autos; the competition for space between joggers, pedestrians, and vehicles; and the special pedestrian activities provided along the street. Creation of a transit/service street would require reevaluation of north-south circulation to reorient service vehicle and parking lot access. Transforming Jefferson Street into a pedestrian/transit/service street would also result in the elimination of many on-street parking spaces in an area which already suffers from a parking shortage.

Steps can be taken to step up enforcement against the many illegal sidewalk obstructions to improve pedestrian flows.

The Embarcadero – The broad pedestrian promenade provided to the east of Powell Street could be extended west to Taylor Street either along The Embarcadero or along the water's edge to improve pedestrian access to the waterfront and wharf areas. A plan for enhanced pedestrian access along The Embarcadero must take into consideration the need for auto and service vehicle access into this area and the potential elimination of parking spaces which are considered by the merchants to be of critical importance.

Beach Street – The problem of cable cars stacking out over the sidewalk at the Beach/Hyde cable car turnaround should be explored with MUNI to determine if measures can be taken to eliminate or minimize the impact of the problem.

Taylor Street – Steps can be taken to step up the enforcement against illegal sidewalk obstructions, such as the sandwich board advertisements, to improve pedestrian flows. An evaluation should be completed to determine under what conditions and to what extent arcades and other private uses of public spaces are desirable and to what degree the right-of-way should be reserved for use by pedestrians.

Pedestrian/Auto Conflicts

- The presence of large numbers of pedestrians results in conflicts with autos at intersections where traffic and pedestrian crossings are not controlled by signals and at intersections where heavy vehicular turning movements occur.

Jefferson Street – The installation of a traffic signal at the Jefferson/Powell/Embarcadero intersection in June 1986 helped to reduce pedestrian/auto conflicts. Restriction of auto access on segments or all of Jefferson Street would also reduce the turning movement/pedestrian conflicts at key intersections such as Taylor Street.

Lack of Sidewalks

- There are several locations in the Northern Waterfront

Study Area where there are no sidewalks, sidewalks are restrictively narrow, or pedestrian crossings are not well-defined and pedestrians are forced out into the street.

Project sponsors of new development proposed for locations without existing sidewalks can be required to make full sidewalk improvements. In locations that have been developed without sidewalks or with very narrow sidewalks, alternative funding sources should be identified by the City and the Port.

Bicycle Access

- Bicycle route signing does not provide enough information to alert the bicyclist to the designated route through the Northern Waterfront Study Area.

One of the biggest constraints facing the provision of bicycle facilities in the Northern Waterfront Study Area is the competition among modes for limited space on existing roadways. A reconsideration of the street functions in the Northern Waterfront Study Area provides the opportunity to give greater recognition to the needs of bicyclists. At a minimum, signing could be increased along designated bicycle routes and guidelines designed to minimize disruptions to through traffic flows on designated routes.

- Tracks in the street make bicycle travel difficult.

The removal of unnecessary trackage in the Northern Waterfront Study Area would eliminate hazards associated with riding on certain streets. The recent resurfacing and track removal on North Point Street is a positive move in this direction.

- There is an inadequate supply of secure bicyclye storage facilities.

While all new parking facilities (in excess of 20 spaces) in the Northern Waterfront Study Area will be required to provide on-site bicycle parking per the specifications of the Planning Code, it may be desirable to also identify key locations where additional secure bicycle parking facilities can be provided. The potential for public or private provision of these facilities should be explored.

6.4 PARKING

Shortages in the supply of parking have long been a major problem among Northern Waterfront Study Area visitors and merchants. The on-street spaces and the off-street public parking spaces are often at or near capacity on a typical heavy use weekend and during the summer tourist season. When the parking spaces in the waterfront area fill up parking spills over into the adjacent residential neighborhoods and internal congestion increases as cars circulate throughout the area in search of parking. The inability to easily locate inexpensive on-street spaces, the queueing into the street of vehicles waiting to get into garages or lots, especially at Pier 39 , and the general lack of knowledge of where off-street spaces are located can sometimes make coming to the Northern Waterfront a frustrating experience (see Figs. 6-16 and 6-17).

6.4.1 EXISTING CONDITIONS

The subsequent discussion focuses on the parking spaces in the Northern Waterfront Study Area considered to be available to the general public, although the inventory and occupancy counts were conducted for all spaces. Public parking spaces include commercial and mixed hotel/commercial off-street parking spaces and metered and unmetered on-street spaces. Occupancy counts were taken both during the week and on typical heavy use Saturdays which were assumed to approximate summer tourist season conditions. The typical weekday demand is less than the weekend demand except during the high tourist season when it is comparable to weekend conditions.

Parking Policy

The Transportation Element of the San Francisco Master Plan includes a Citywide Parking Plan. The primary objective of the plan is to "Ensure that the provision of new or enlarged parking facilities does not adversely affect the livability and desirability of the city and its various neighborhoods." The policies guiding implementation of this objective that are most pertinent to the Northern Waterfront Study Area are those which require new or expanded parking facilities to meet need, locational and design criteria; discourage the proliferation of surface parking as an interim land use; encourage making parking available to the general public when not being used by the



Figure 6.16 Traffic queues on Beach at Pier 39 Parking Garage.



Figure 6.17 Traffic queues on Jefferson Street at Powell Street.

primary businesses; and discourage the provision of parking facilities over the water or near the water's edge when it interferes with public accesss.

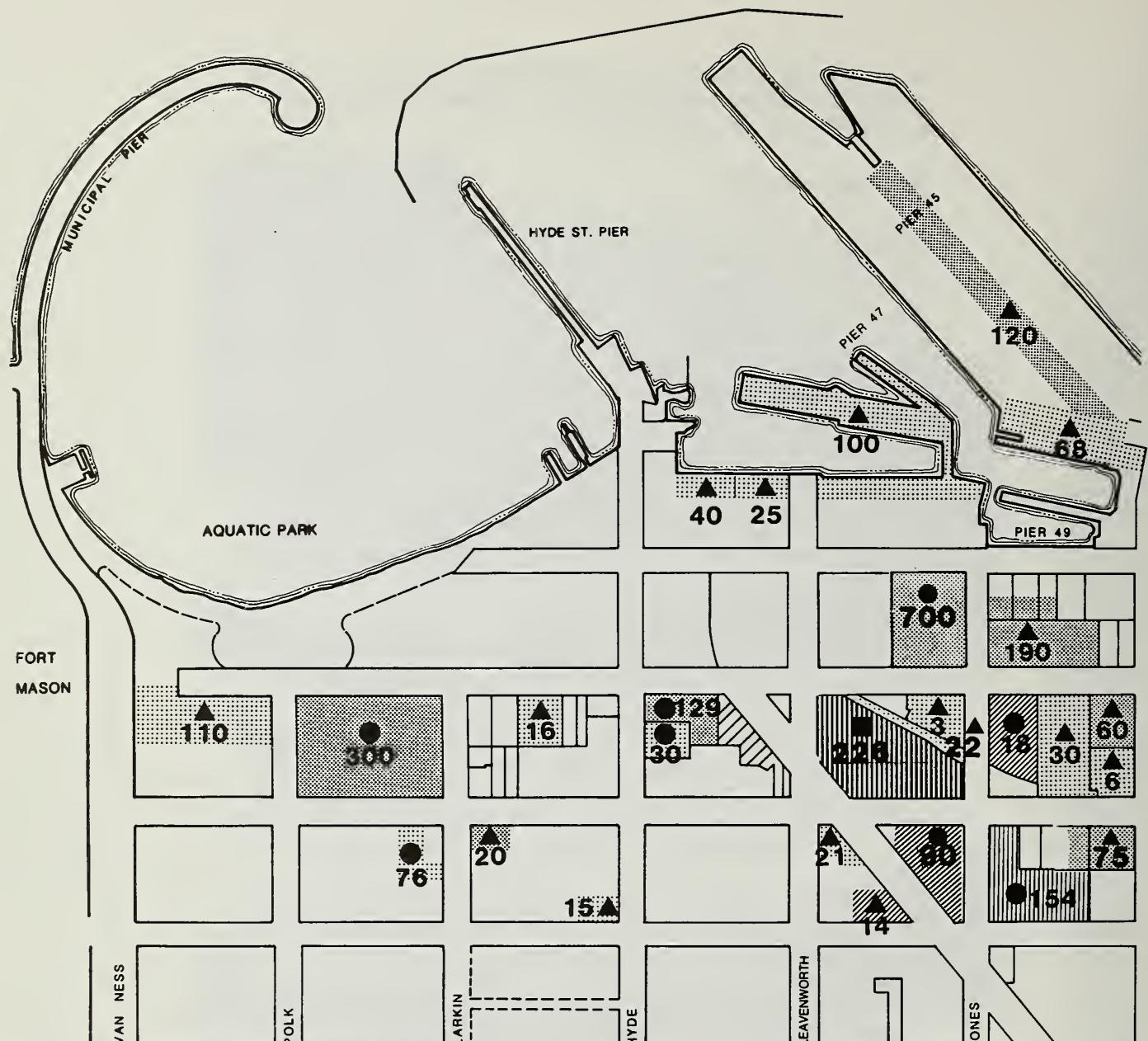
Off-Street Parking

Off-street parking facilities are generally concentrated in the Northern Waterfront's central blocks in the vicinity of the hotel/retail uses. The largest public parking facilities, Pier 39 and the Anchorage, are located east of Columbus Avenue and the largest concentration of surface parking lots is at the eastern end of Jefferson Street. Map 6-9 identifies all the off-street parking facilities in the study area.

The total number of off-street parking spaces is 6130. Fig. 6.18 summarizes the supply and occupancy conditions for off-street parking for a typical heavy use Saturday. The average occupancy rates of 85 percent for typical heavy use Saturday conditions are considered to be representative of conditions during the summer tourist season.

While the observed Saturday occupancy rates are less than 100 percent, the facilities in the Northern Waterfront Study Area are at or near their "practical capacity" [DPW considers off-street parking facilities to be at their "practical capacity" when they reach 85 (short-term spaces) to 90 (long-term spaces) percent of their actual capacity]. Close monitoring of lots or garages as presently occurs in the Northern Waterfront Study Area during peak use periods tends to provide a more efficient use of the spaces.

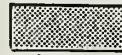
Of the various types of off-street parking spaces available, commercial parking spaces open to the general public have the highest average occupancy rates at 93 percent. The average occupancy rates of 87 percent for mixed hotel/commercial parking reflect a typical afternoon condition in which some spaces have been opened up to the general public and the remainder are reserved for guests who may check in later in the day. There is unutilized capacity - 555 spaces (assuming a maximum 100 percent occupancy) - in the private and exclusive hotel categories. In general, parking facilities on the eastern side of the Wharf area have higher occupancy rates than those elsewhere, reflecting the locational advantage and preferential signage which directs visitors to the eastern facilities.



OFF-STREET PARKING SPACES



Hotel/Motel and Commercial

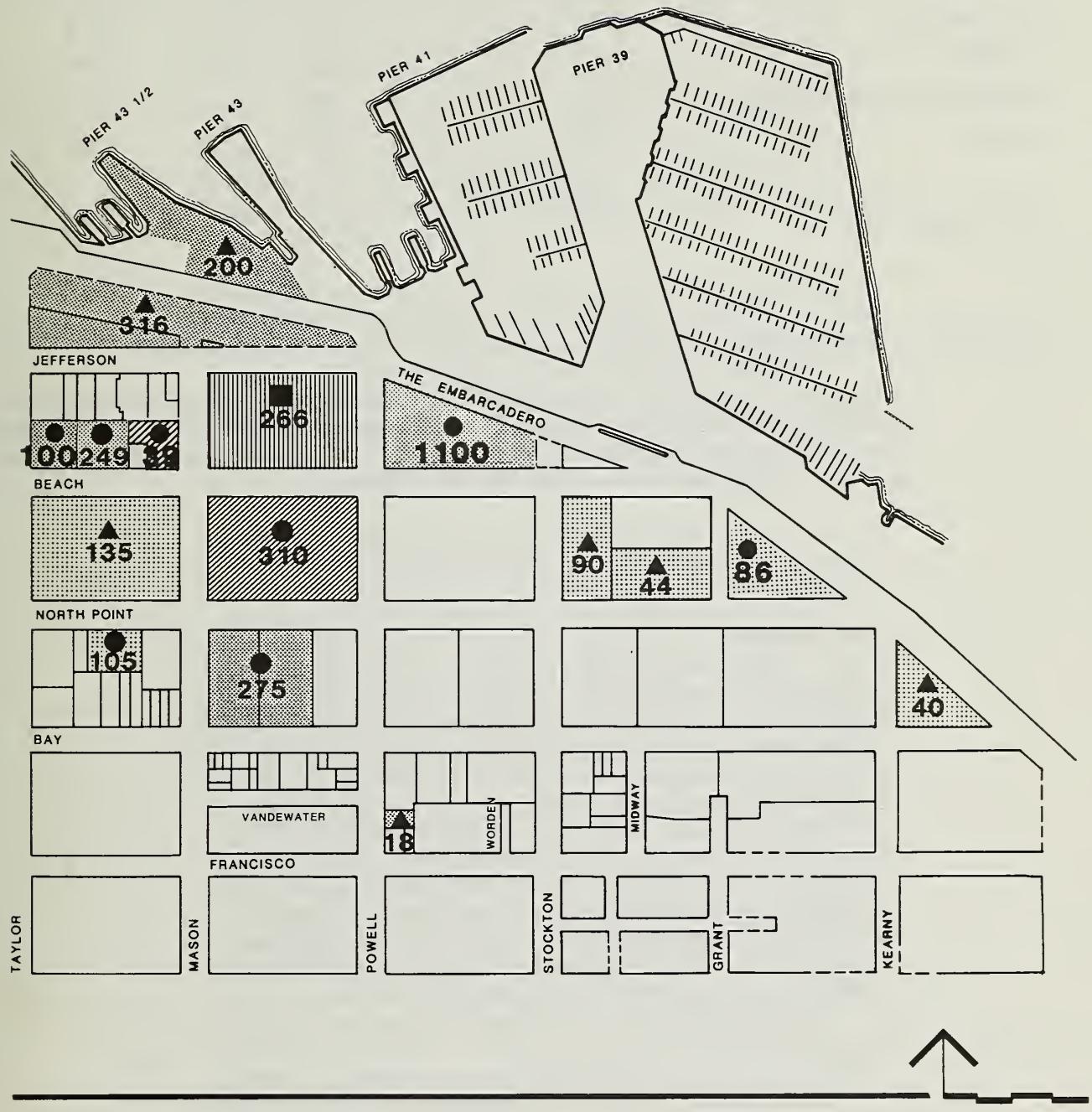


Commercial



Hotel/Motel

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Map 6.9

FIGURE 6-18
OFF-STREET PARKING SUPPLY AND SATURDAY OCCUPANCY

<u>Category</u> ¹	<u>Number of Spaces</u>	<u>Spaces Occupied</u>	<u>Occupancy Rate</u>
Commercial	3852	3567	93%
Private	1161	710	61%
Mixed Hotel/Commercial	646	561	87%
Hotel	471	367	78%
Off-Street Total	6130	5205	85%

SOURCE: Surveys conducted by San Francisco Department of City Planning, 1985-86.

¹ Commercial – available to the general public; Private – reserved exclusively for customers and/or employees; Hotel – reserved exclusively for hotel guests; and Mixed Hotel/Commercial – primarily for hotel guests but available to the general public when not occupied by hotel guests.

Rate Structure

The short-term parking rate structure among the off-street commercial and mixed use facilities ranges from \$1.00/hour to \$3.00/hour with the majority of facilities averaging \$1.50 to \$2.00 dollars for the first hour of parking. Parking rates vary with higher rates charged during peak use periods. Long-term rates are more varied, ranging from \$5.50 to \$12.00 for a 12 hour stay and from \$6.00 to \$20.00 for a daily rate. Rates for most of the facilities averaged \$6.00 to \$7.00. High rate structure does not seem to closely correlate with low parking occupancy rates as might be expected. The Pier 39 garage has both the highest rate structure and consistently high occupancy rates.

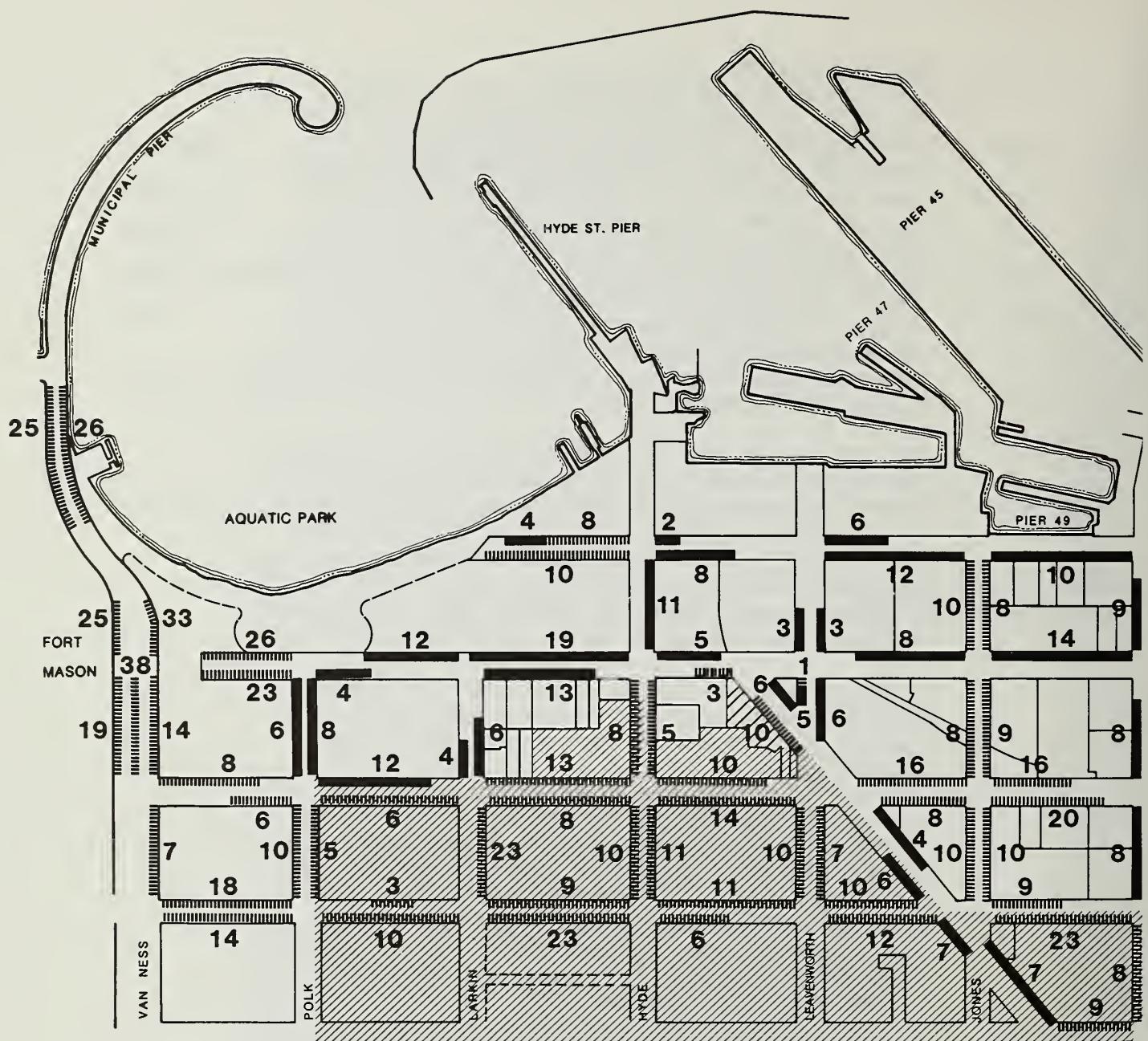
On-Street Parking

On-street parking is permitted throughout most of the Northern Waterfront Study Area, with the exception of about five blocks on Jefferson Street and approximately seven blocks on Beach Street (refer to Map 6-10). Only about 23 percent of the on-street spaces are metered. These metered spaces are primarily located on Jefferson, Beach, Taylor, and the cross streets between Jefferson and Beach. These meters operate seven days a week and on holidays. The planned conversion of 156 spaces in the blocks bounded by Columbus, Beach, Powell and Bay from unmetered to metered in the spring of 1987 will reduce the number of unmetered spaces (see Fig. 6-19).

Thirty-five percent of the existing unmetered spaces are part of the residential permit parking program area. This area is bounded by the south side of Bay Street east of Columbus Avenue and extends roughly from North Point Street southward west of Columbus. Most of the unregulated on-street spaces are located in the blocks east of Powell Street. These spaces have no time restrictions and are essentially free, long-term, on-street parking.

There are currently 1667 on-street parking spaces. Fig. 6-20 documents supply and occupancy rates for on-street parking on a typical heavy use Saturday. The average occupancy rate for metered and unmetered spaces is 99 percent. The observed occupancy rate for on-street metered parking spaces is 101 percent of capacity. The count includes vehicles illegally parked in bus or other no parking zones, between meters, in crosswalks and driveways, and wrapped around intersection corners (see Fig. 6-21). The occupancy rate for unmetered parking spaces is 99 percent. Weekday counts conducted in early 1985 indicated a 99.5 percent occupancy rate for all on-street public parking spaces.¹

The San Francisco Department of Public Works defines "maximum desirable occupancy" as 85 percent of legal spaces in metered areas and 100 percent occupancy in unmetered areas. For practical purposes, the very high combined occupancy rates for on-street parking in the Northern Waterfront Study Area indicate full utilization of capacity. In these conditions, many vehicles circulate in search of parking and vacated spaces are taken almost immediately.

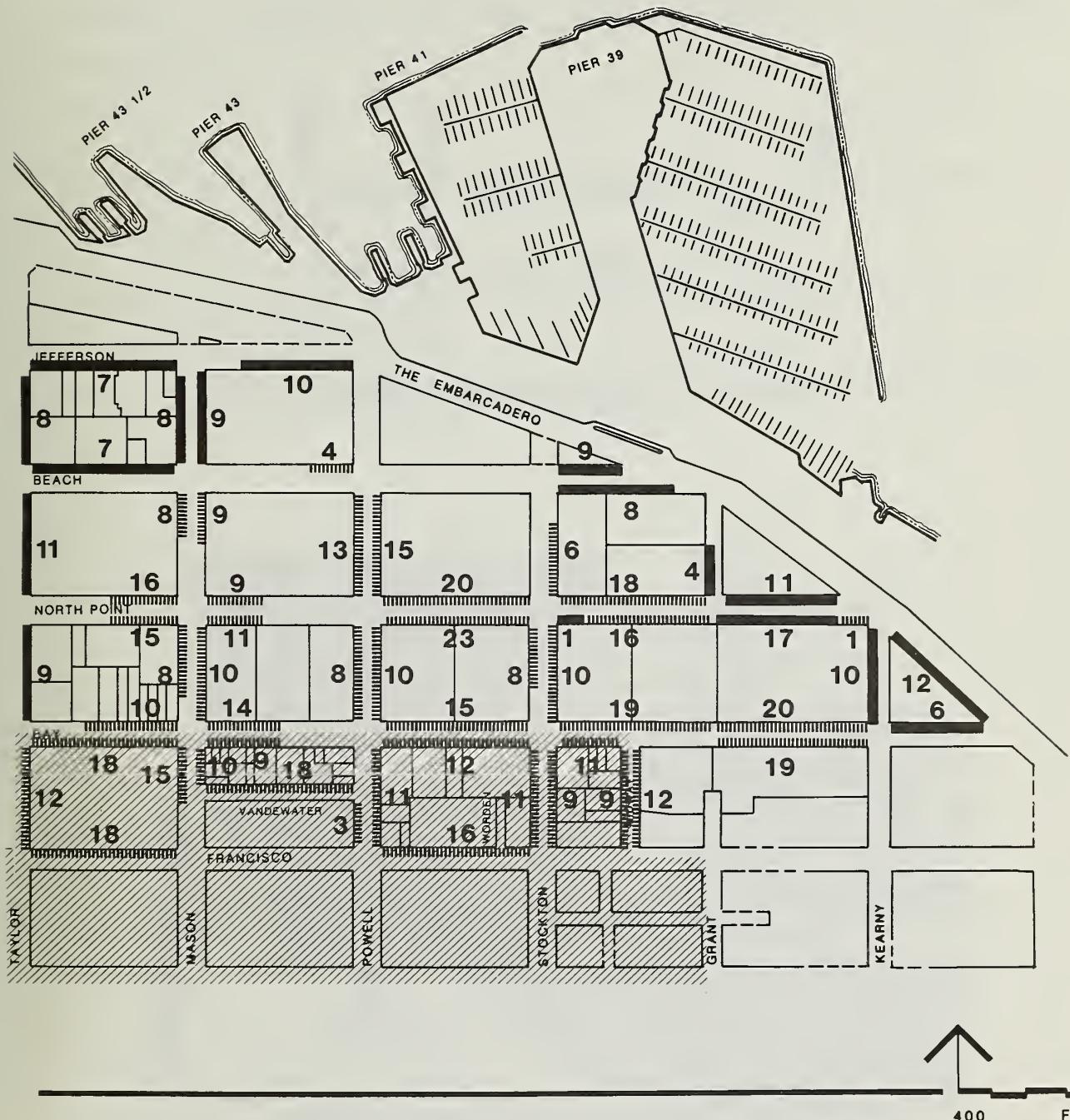


— Existing Parking Meters

— Existing Unmetered Parking

▨ Residential Parking Permit Area

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Map 6.10

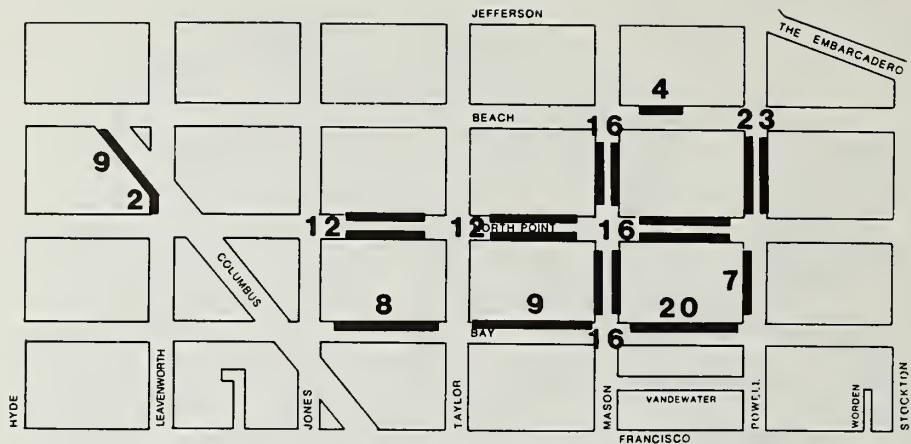


Figure 6.19 Meter conversion locations.

The on-street parking inventory also included the following special use categories: white zones for passenger loading; green zones for short stops; blue zones for handicapped parking; and yellow zones for delivery trucks. There are 110 white zone spaces, 12 green zone spaces, 5 blue zone spaces, and 105 yellow zone spaces. With the exception of the green curb spaces, none of these spaces are available to the general public for parking. These restricted zones were therefore not included in the general analysis. Field observations indicate the green and blue zones (the only legal parking spaces) were effectively at capacity. Occupancy of yellow truck loading zones was about 62 percent (33 percent by trucks and 29 percent by autos) and the white passenger loading zones were about 58 percent occupied.

6.4.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

The Saturday occupancy rates of 85 to 90 percent reflect conditions in which vacated parking spaces are almost immediately taken by waiting vehicles. During busy periods the private Longshoremen's Hall parking lot is the only large off-street facility that has low occupancy rates.

FIGURE 6.20
ON-STREET PARKING SUPPLY AND OCCUPANCY

<u>Category</u>	<u>Number of Spaces</u>	<u>Observed Vehicles</u>	<u>Occupancy Rate</u>
Unmetered	1276	1257	99%
Metered	391	393	101%
On-Street Total	1667	1650	99%

SOURCE: Surveys conducted by San Francisco Department of City Planning, 1985-86.

1 This summary includes cars parked in red zones but does not include white, green, blue, or yellow painted curb spaces.



Figure 6.21 No Parking zones on Jefferson Street.

Numerous on-street vehicles are illegally parked. Under these conditions, vehicles driving in search of parking and queueing at off-street facilities add significantly to the congestion in the Northern Waterfront Study Area. The saturation of on-street parking also results in impacts to the surrounding residential neighborhoods. The central issues related to Northern Waterfront parking are as follows.

Parking Supply

- The observed occupancy of public parking spaces in the Northern Waterfront Study Area is at or near capacity. This contributes to problems of increased congestion, illegal on-street parking, and spillover into adjacent residential areas.

Opportunities exist for an expansion of the current effort to convert additional unmetered spaces to meters. This would theoretically accommodate more vehicles by increasing parking turnover rates.

Maximization of on-street parking spaces is limited by the need to provide bus stops and passenger and freight loading zones.

Development patterns which include complementary land uses could allow a more balanced use of the parking supply. Offices, for example, constitute a year-round, primarily weekday use which complements weekend and tourist season demands for parking.

Existing private parking facilities, particularly for offices, could be encouraged to open their parking spaces for public use on weekends and weekday evenings when tourist demand for parking is high.

The presence of numerous surface parking lots and underutilized parcels present an opportunity for development of additional garages in the area. New development could be required to provide parking commensurate with the new demand generated.

Given the current level of congestion in the area, however, it may not be desirable to continue unrestrained addition of parking facilities. Promotion of transit service as an alternative to the private auto could help to stabilize the demand for parking.

Off-street Parking Spatial Imbalance

- There is a spatial imbalance in use patterns of off-street parking facilities. In general, parking facilities in the western portion of the Northern Waterfront Study Area have lower occupancy rates.

Parking facilities on the eastern side of the Northern Waterfront benefit from their locational advantage and extensive signage in the vicinity of Pier 39 which is intended to clarify circulation and minimize congestion. Comparable levels of signing in the rest of the Northern Waterfront could assist in more evenly distributing parking use.

All of the off-street parking facilities are privately owned. Department of Public Works therefore regards directional signage to specific facilities as inappropriate. Signs can, however, direct motorists along routes where parking can be found without targeting a specific facility.

Rate Structure

- Existing rate structures at off-street parking facilities generally favor long-term users over short-term users.

Because all the off-street parking facilities are privately owned, the City can not set rate structures. Rate structures in favor of short-term users can, however, be mandated as a condition of approval for new off-street parking facilities.

The Merchant's Association may be helpful in encouraging their fellow business associates to give preference to short-term parkers to accommodate visitors to the Northern Waterfront Study Area. They could also help institute a validated parking system with the existing parking operators to increase the use of off-street parking facilities.

Parking Enforcement

Enforcement is inadequate for both metered and unmetered on-street parking. Meter-feeding practices and long-term use of unmetered spaces effectively monopolize available on-street parking and reduce parking turnover rates. Illegally parked vehicles contribute to traffic congestion and may jeopardize safety.

Parking enforcement is a citywide problem. Given the limited resources available, the Northern Waterfront Study Area may be less likely to be targeted than other areas of the City such as the downtown.

Stepped-up enforcement programs could be complemented by an educational campaign directed at Northern Waterfront employers and employees. This campaign would focus on parking regulations and policies as well as the inconvenience to customers posed by monopolization of on-street spaces by business owners and employees.

Disincentives to long-term use of on-street spaces could include conversion of unmetered spaces to meters and meter rate increases which make the cost of on-street parking more comparable to charges in off-street parking facilities.

Parking Impacts on Northern Waterfront Residents

- High demand for on-street parking by visitors to the Northern Waterfront Study Area and inadequate enforcement of residential parking permit programs affect the availability of on-street parking for Northern Waterfront residents.

Improved enforcement of residential parking permit program areas could lessen the parking spillover impacts, particularly during the pivotal afternoon period.

6.5 PRIVATE PASSENGER AND GOODS TRANSPORTATION

Providers of private transportation services in the Northern Waterfront include bus and van passenger shuttles and tours, bicycle-powered rickshaw and horse-drawn carriage tours, and trucks making deliveries of goods. The movement of both tourists and goods is essential to the economic vitality of the Northern Waterfront, but the lack of adequate off-street space to carry out these activities can lead to conflicts between the private operators and contribute to traffic disruption. The greatest conflicts occur with the passenger shuttle and tour operations which are generally concentrated during peak tourist use periods. In contrast, goods deliveries often take place in the early morning hours or during weekdays when tourist activity is slower.

6.5.1 EXISTING CONDITIONS

Transportation Policy

There are presently no requirements for provision of off-street tour bus loading facilities in the Northern Waterfront Study Area. The San Francisco City Planning Code, however, was amended in September of 1985 to require one tour bus loading space for all hotels in the downtown C-3 districts larger than 200 rooms. The Planning Code also requires off-street freight loading spaces for all new developments outside the C-3 District that exceed designated square footage thresholds.

Private Passenger Transport Operators

Three general categories of private operators currently exist in the Northern Waterfront Study Area: bus and van operators requiring only passenger loading and unloading areas; specialty tour operators requiring short-term attended parking; and bus and van operators requiring longer-term parking in the area.

The bus and van operators requiring passenger loading/unloading areas include shuttle operators and tour operators dropping-off or picking-up passengers at local hotels. Regular shuttle service is provided by the Airporter and Gray Line. The Airporter operates at half hour intervals between the San Francisco International Airport and the Holiday Inn, Sheraton at the Wharf, Travel Lodge at the Wharf and Howard Johnson hotels. Gray Line operates shuttles between the Bay ferries and Union Square and the Transbay Terminal. Numerous other bus and van companies provide shuttles on an irregular basis between the Northern Waterfront and other parts of the city or the airport. Adequate space for passenger boarding and lighting is a primary requirement for these shuttle and tour operators. The Airporter and other buses have white zones available in front of the hotels they serve and the Gray Line buses use the designated area in front of Pier 39. During peak use periods, the demand for passenger loading space at these locations may exceed the space available. The Embarcadero and Taylor Street north of Jefferson and Hyde Street between Jefferson and Beach have become *de facto* passenger loading areas in the absence of sufficient designated zones (see Fig. 6-22).



Figure 6.22 Tour buses at Fisherman's Grotto on Taylor Street.

The second category includes specialty tour operators that require relatively short-term parking for attended vehicles. Operators of this type of tour service rely on visibility of their vehicles to generate business. Their clientele consists primarily of tourists walking through the Northern Waterfront or other tourist areas in the city. Horse-drawn carriages and bicycle-powered rickshaws provide guided tours of the Northern Waterfront Study Area and to other tourist destinations such as Union Square and the Financial District (see Fig. 6-23 and 6-24). These operators are based in the Northern Waterfront and use the area in front of Pier 43 and the Bay/Taylor cable car turnaround as staging points. This category also includes two private motorized



Figure 6.23 Pedicabs on The Embarcadero at Powell Street.

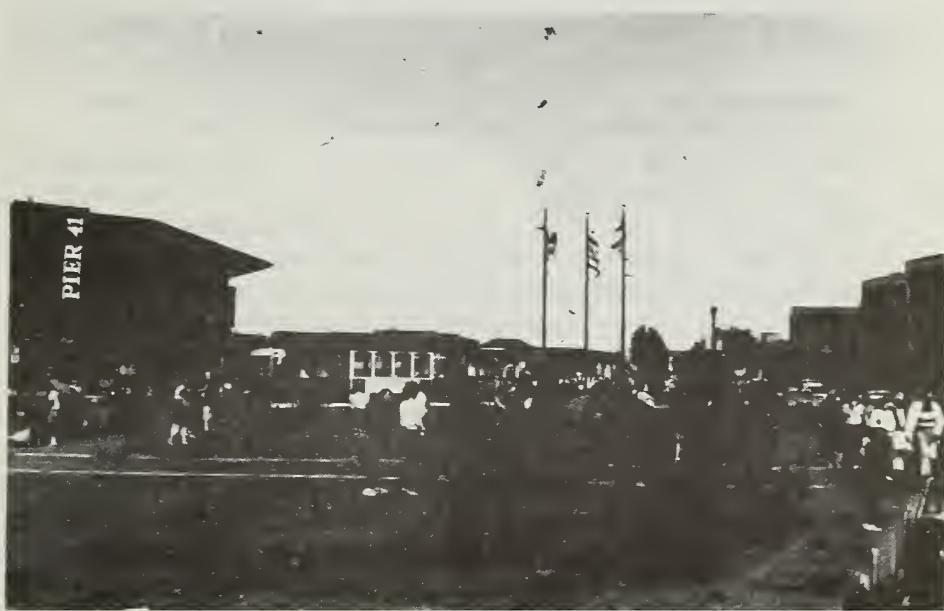


Figure 6.24 Tour buses and horse drawn carriages at The Embarcadero and Powell Street.

cable car companies, one of which offersunnarrated shuttles to Union Square, while the other offers a variety of tours during the summer tourist season.

The third category consists of tour operators that require relatively long-term parking. This category encompasses bus and van companies who include the Northern Waterfront either as a primary destination or as one stop on their tour agenda. Dozens of local companies offer such tours on an occasional basis, particularly during the peak tourist seasons, and other companies come to the Northern Waterfront from outside the Bay area. Typically these irregular tour operators need boarding and alighting zones as well as places to park while patrons shop and sightsee on foot. Large numbers of these tour operators are present on weekends and during the summer months. The only officially designated parking area for tour buses is on the north side of Beach Street between The Embarcadero and Powell. These five bus parking spaces are generally full during the tourist seasons and buses spill over into the no parking zone on the south side of Beach (see Fig. 6-25). Nine additional bus parking spaces exist on Port of San Francisco property on the west side of Pier 45, but few tour drivers are aware of them due to their rather obscure location.

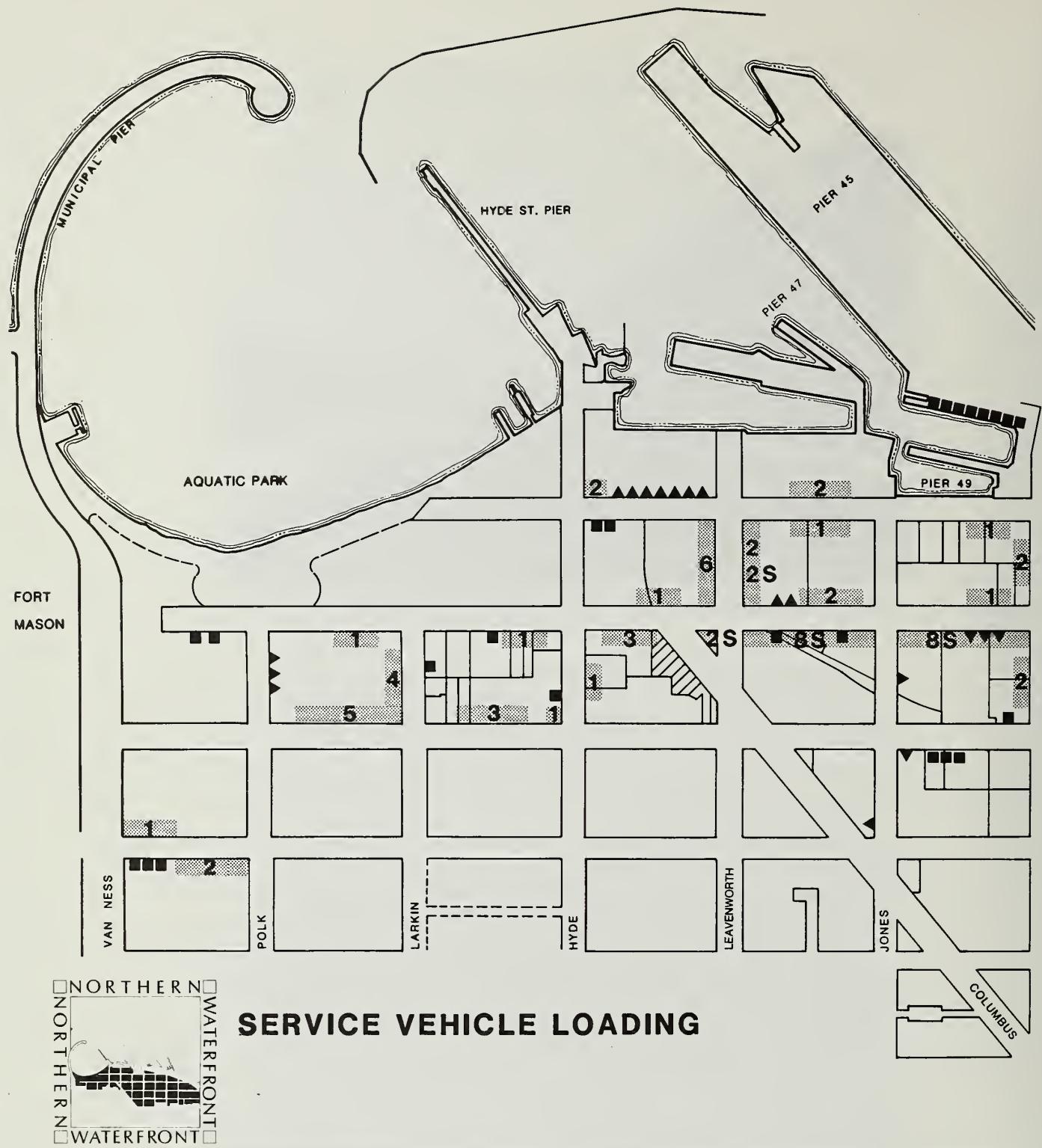
In general, the most serious problems relating to private passenger transport operators are the shortage of passenger loading zones and bus parking spaces. Designated passenger loading zones are often inadequate to accommodate both the regular shuttle buses and vans and the irregular tour vehicles during peak use periods. The eclectic group which operates specialty tours of the Northern Waterfront is primarily concentrated near Pier 43. The ability of these operators to conduct business appears to be contingent upon cooperative arrangements with local businesses. The informal loading areas they use are inconsistently enforced, contributing to confusion about where shuttle and tour bus operators can legitimately stop. These problems are especially severe during peak tourist use periods when numerous buses and vans are present in the Northern Waterfront. Under these conditions, shuttle and tour operators contribute to area traffic congestion by double-parking to load and unload passengers because they have difficulty finding legal on-street loading places. In particular, The Embarcadero west of Powell becomes congested and chaotic during these periods.



Figure 6.25 Tour buses parked on Beach Street.

Truck Loading

Freight loading facilities in the Northern Waterfront Study Area generally fall into one of the following categories: loading docks and service vehicle parking spaces located completely off-street; loading docks located off-street with service vehicles parked on the street or over the sidewalk to unload; and on-street or curbside loading spaces. Map 6-11 identifies the locations of freight loading facilities in the Northern Waterfront.



SERVICE VEHICLE LOADING

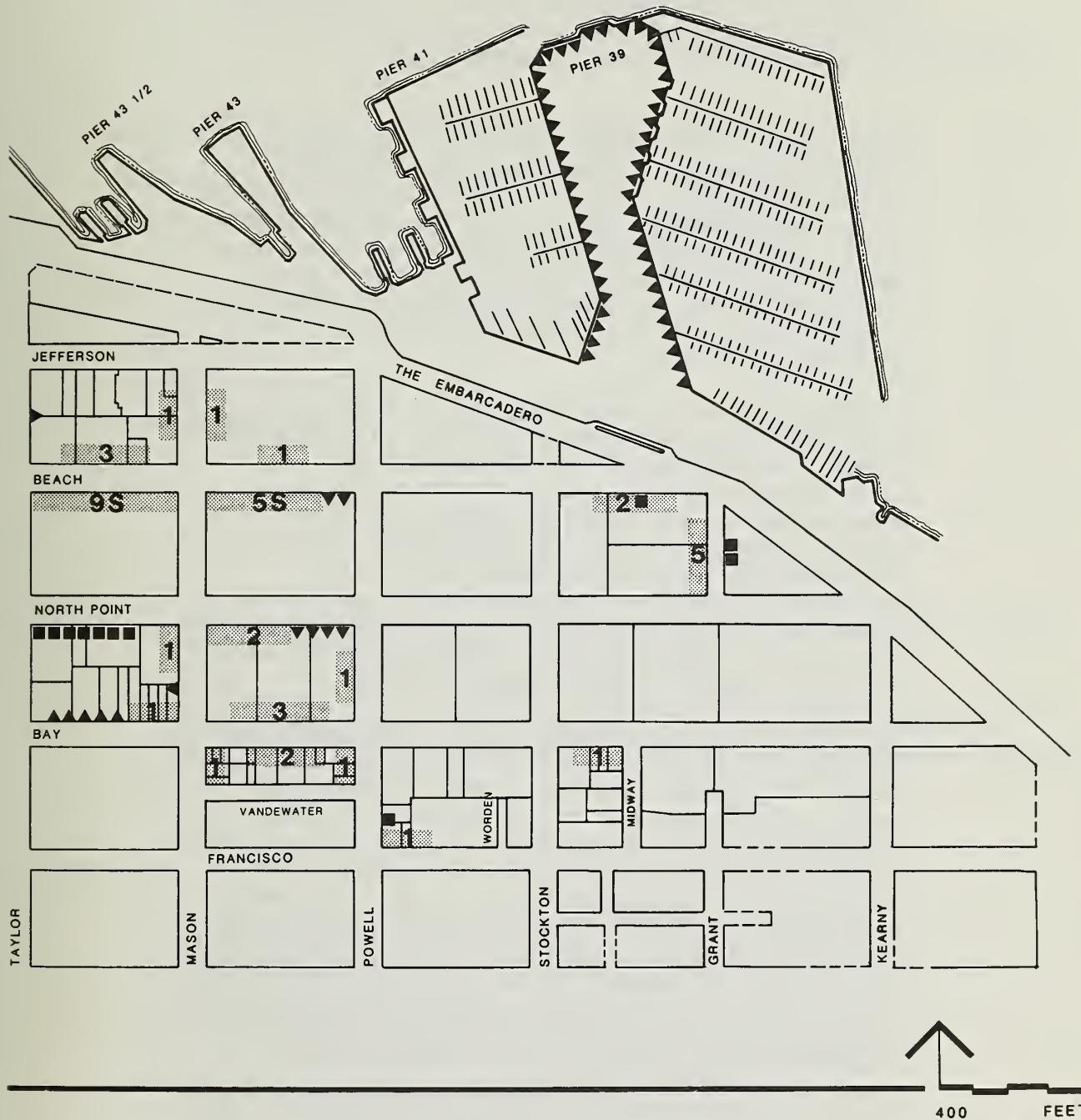
■■■■ Off-Street Loading Dock Only

▲▲▲▲ Off-Street Loading Dock and Service Vehicle Parking

■■■■■ On-Street Special Loading Zone

■■■■■ On-Street Standard Loading Zone

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Map 6.11

Completely off-street freight delivery facilities are provided at most of the newer shopping complexes and office buildings such as Pier 39, Cost Plus, the North Point Mall, Blue Shield and several Northern Waterfront hotels. A number of older businesses such as the West Coast Oyster Company on Bay, Sabella's on Taylor, and several fish markets on Jefferson near Hyde also have off-street loading facilities.

Many of the buildings in the Northern Waterfront are old and do not have off-street loading facilities. Some of these buildings instead have loading docks which allow trucks to back up to them from the street. In this arrangement trucks park across the sidewalk and/or street to load and unload goods thereby impeding pedestrians and traffic flow. These loading docks with on-street parking are common in the blocks west of Hyde near Ghirardelli Square, on North Point east of Taylor, and on The Embarcadero west of Taylor at the Fishermen's Grotto.

In instances where no off-street loading facilities are provided, service vehicles can use yellow curb truck loading spaces. The south side of Beach Street between Leavenworth and Mason is reserved for truck loading between 7 and 11 AM. Additional loading zones are scattered throughout the Northern Waterfront Study Area in close proximity to the businesses they serve. Some merchants, particularly on Jefferson east of Jones and on north-south streets, do not have designated loading zones at the curb. As a result, trucks may double-park or drivers may be forced to carry their goods longer distances.

Fig. 6-26 summarizes the inventory of truck spaces in the Northern Waterfront Study Area. Fifty-five percent of all loading is in off-street spaces, including the 65 loading spaces for exclusive use by Pier 39 businesses. Of the remaining 64 off-street loading areas, 52 percent have docks only, requiring the parking of vehicles over the street or sidewalk. The truck occupancy rate for off-street loading spaces is 27 percent, with another 20 percent of the spaces occupied by private autos. Forty-five percent of the loading space consists of on-street designated loading zones (yellow curb). These yellow zones have a truck occupancy rate of 33 percent and 29 percent occupied by illegally parked autos. Fifty-nine percent of the on-street loading zones are standard spaces while the remainder, primarily along the south side of Beach Street between Leavenworth and Powell, have special restricted hours.

FIGURE 6-26
SERVICE VEHICLE LOADING FACILITIES

<u>Rate</u>	<u>Spaces</u>	<u>Observed # of Vehicles</u>		<u>Occupancy</u>
		<u>Autos</u>	<u>Service Vehicles</u>	
On-Street Loading Zones	105	30	35	62%
Standard	62	21	23	71%
Special Restricted	43	9	12	49%
Off-Street Loading Spaces ¹	129	25	35	47%
Dock Only	33	5	7	36%
Dock and Stall	31	5	6	35%
Unmarked Stalls	65	15	22	57%
TOTAL	234	55	70	53%

Source: Survey conducted by the San Francisco Department of City Planning, May 1986. Counts taken between 10 AM and 1 PM.

¹ Just over half of the off-street loading spaces are provided at Pier 39. The entire outside perimeter of the shopping complex is available for freight loading. It is estimated that there are about 65 truck loading spaces available in this area.

Loading docks and curb loading zones were often observed to be blocked or occupied by illegally parked autos. When this occurs, trucks are forced to double-park or otherwise illegally park to unload their merchandise (see Fig. 6-27). In other cases, trucks were observed to be double-parked on the street when off-street service bays were empty (see Fig. 6-28). Both of these practices result in traffic disruption. Double-parked trucks have especially deleterious effects during the afternoon when tourist



Figure 6.27 Loading Dock on Jefferson Street.

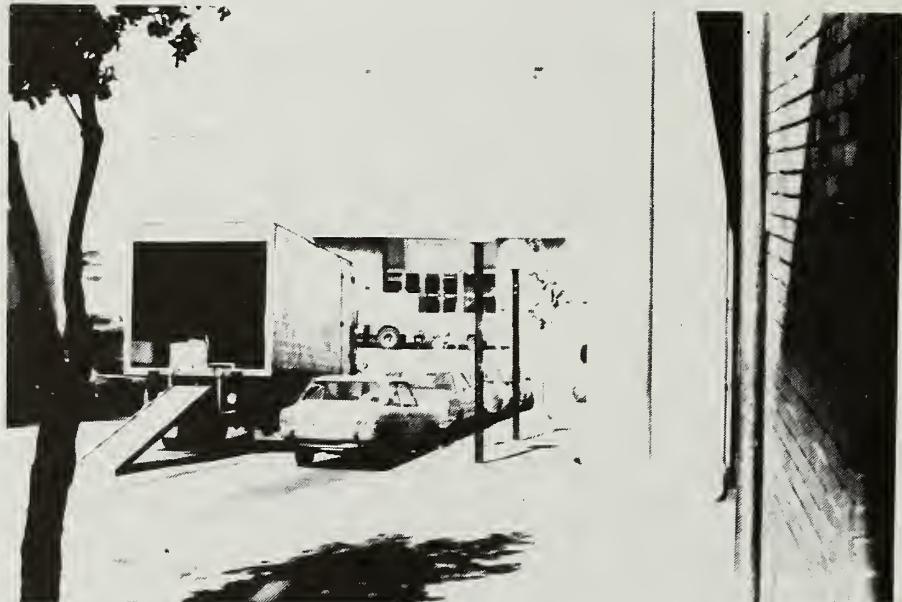


Figure 6.28 Double-parked truck on Polk Street.

activity peaks. Signage at truck loading zones on Beach Street and in numerous other locations restricts deliveries to morning hours, but in actual practice, loading activities take place throughout the day.

The fish-related businesses at the waterfront are the only businesses that seem to have deliveries concentrated predominantly during the relatively quiet early morning hours (4:00 to 7:00 AM). However, the fish-handling businesses have their own unique set of problems.

Inadequate off-street loading facilities and maneuvering room leads to double parking of trucks on Jefferson Street, west of Jones. At times both travel lanes are blocked making it impossible for cars and buses to get through. This is becoming a more serious problem, especially as the fish handling businesses expand their operating/delivery activities into the later morning hours.

6.5.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

Passenger Loading Zones

- The only area specifically designated for tour bus passenger loading and unloading is in front of Pier 39. White passenger loading zones in front of hotels and restaurants are often occupied by parked vehicles or taxis. As a result, many tour operators use the area in the vicinity of Pier 43 and the MUNI bus zone on Hyde Street adjacent to Victorian Park for passenger loading. The Pier 43 location is not a formally designated loading zone and the Hyde Street location interferes with public transit service. The absence of adequate disembarkment points leads to double-parking and random stops throughout the Northern Waterfront Study Area.

The existing passenger loading zones are shared with taxis, limousines, and private autos. Only the designated space in front of Pier 39 can conveniently accommodate tour buses in addition to the taxis and limousines. Longer zones and better enforcement would enable operators to better utilize the existing passenger zones. Designation of additional passenger boarding and alighting areas needs to be explored. Potential locations are:

- 1) The south side of Beach Street between Leavenworth and Mason after 11 AM – This would be possible only if it was determined that the additional travel lane on Beach was not required to move traffic during the afternoon hours.
- 2) A portion of The Embarcadero west of Powell – This improvement might also require concurrent improvements to pedestrian facilities and restrictions on auto use.

Require new hotels larger than 200 rooms to provide on-site loading facilities.

Tour Bus and Van Parking

- Five bus parking spaces are available on Beach Street and another nine spaces on Port property on Pier 45. The latter location is not known among operators and is likely to be eliminated with development of Pier 45. The existing supply of fourteen parking spaces does not match demand even during moderate use periods.

There is no ready solution to the tour bus and van parking problem because on-street curb parking spaces are scarce. The lack of adequate designated parking spaces for tour operators could, however, lead to expanded use of loading zones and illegal spaces for bus parking, thereby aggravating existing circulation and auto parking problems in the Northern Waterfront.

Several possibilities may exist to expand the supply of bus and van parking spaces. Possible solutions include the following: leasing a portion of the under-utilized Longshoremen's Hall parking lot; designation of the parking area at the north end of Van Ness Avenue for tour bus parking; or use of areas outside the Northern Waterfront such as piers along The Embarcadero or the west end of Fort Mason.

Airport Service

- Direct bus service to the San Francisco Airport is provided from four hotels in the Northern Waterfront. While the service coverage is good, the lack of adequate signing to identify stop locations hinders public use of the service.

Schedules and other pertinent information could be posted at the Airporter or other boarding areas for the convenience of potential users who are not staying at the hotels directly served.

Truck Loading Areas

- Many existing buildings lack off-street freight loading facilities and loading activities must be accommodated on-street. Some retail and restaurant businesses, particularly on Jefferson east of Taylor and along several north-south streets do not have designated on-street loading areas. It is difficult to provide off-street loading facilities in existing buildings, even if they are undergoing rehabilitation.

More specific evaluation of existing yellow zones can be completed to determine current use levels and whether additional and/or alternative locations would provide better access to businesses served.

Improved enforcement could reduce the extent of illegal parking in designated loading areas. The downtown has already been targeted for a stepped-up enforcement program, however, and there may not be adequate resources to extend this program to the Northern Waterfront.

Additional study in conjunction with the Port is needed to develop a solution to the conflicts between trucks and buses occurring on Jefferson Street during the early morning hours.

Require all new development to provide off-street loading facilities consistent with the specifications of the Planning Code.

Temporal Distribution of Truck Deliveries

- The extension of deliveries by trucks into the afternoon period overlaps with the periods of peak tourist activities. This tends to compound enforcement problems which in turn, contributes to the presence of double-parked trucks with resultant impacts on traffic operations.

Some deliveries must, of necessity, occur during the afternoon hours and will need to be accommodated if double-parking is to be avoided. Many deliveries, especially those associated with the fishing industry, occur during early morning hours and could potentially be accommodated within a time regulated program which restricts deliveries during the afternoon hours.

Northern Waterfront businesses could encourage the companies which make deliveries in the area to concentrate their activities during the less congested morning hours. This would reduce the potential for conflicts with tourist activities. Voluntary compliance and better surveillance by affected businesses could supplement police enforcement efforts.

Underutilization of Designated Service Vehicle Loading Spaces

- The observed occupancy rates for designated on-street and off-street service vehicle spaces is low, yet service vehicles have been observed to be double-parked on the street.

The problem of underutilization of designated freight loading spaces should be further explored to determine why it is occurring and what measures can be taken to reduce double-parking and disruption to circulation.

6.6 SIGNAGE

Signage problems in the Northern Waterfront Study Area relate to directional signs for auto drivers, orientation and informational material for pedestrians, and informational signing for transit. While directional and informational signing issues are closely related to circulation, both vehicular and pedestrian, this section focuses on those problems that can be directly addressed through an improved signing program.

6.6.1 Existing Conditions

Sign Policy

The regulation of directional signs in the public right-of-way is governed by Article 3 of the City and County of San Francisco Traffic Code. There are no definitive standards regulating content, size, or location of

these directional or guide signs, but approval power is vested with the Director of Public Works. Signs on private property, including those advertising parking facilities, are governed by Article 6 of the City and County of San Francisco Planning Code. In general, the number and the size of signs are not regulated, but the height and illumination of signs are controlled by code.

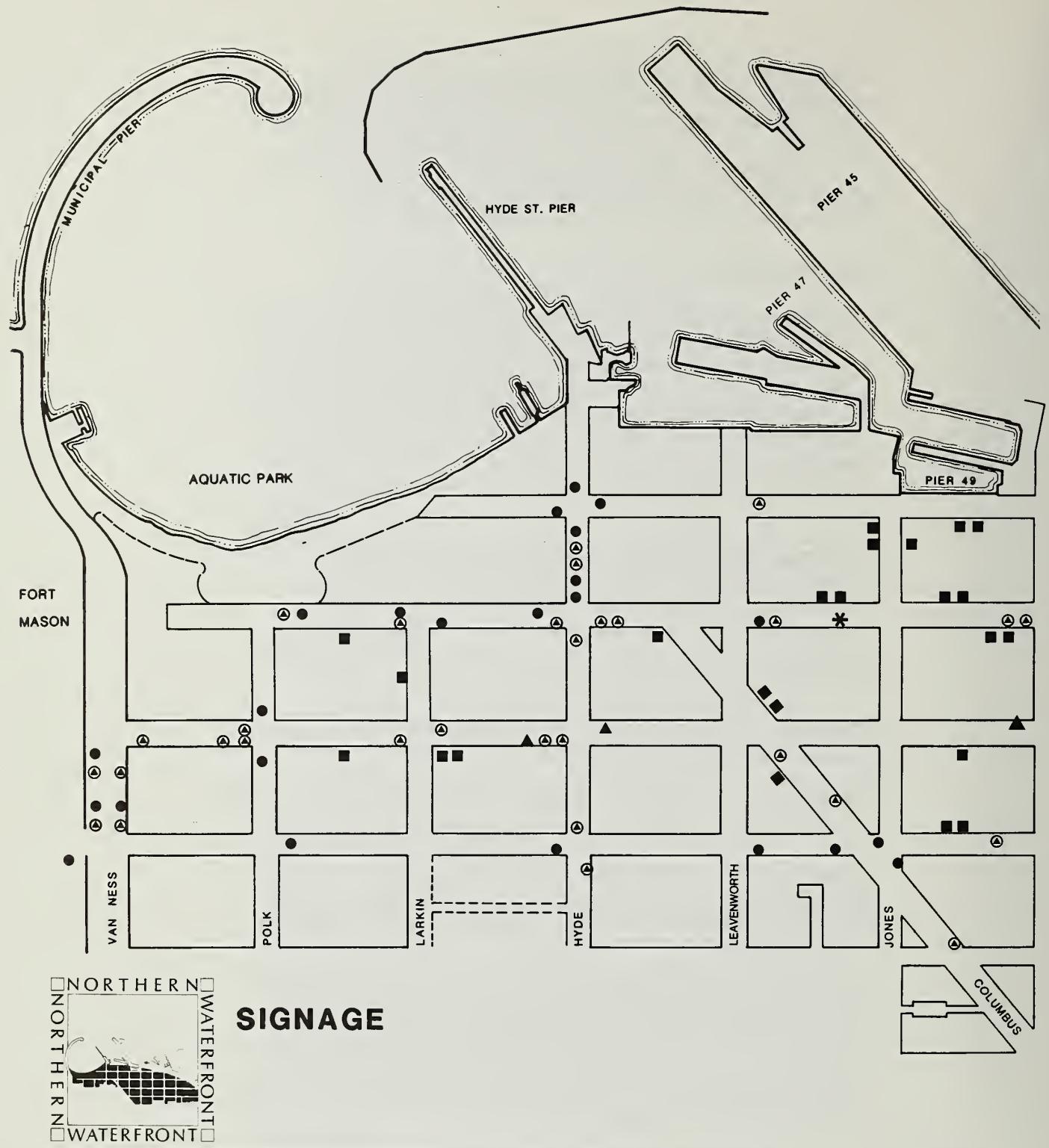
Sign Inventory

The sign inventory in the Northern Waterfront was focused on three different types of signs that affect circulation: general directional or guide signs for autos and pedestrians; signs, both public and private, identifying parking locations; and transit signing. It does not address public signs that regulate on-street parking or control traffic. Map 6-12 identifies the sign locations and Fig. 6-29 summarizes the inventory of the signs.

Transit signs are the predominant type of sign among those inventoried in the Northern Waterfront Study Area, representing about 45 percent of the total. Next most common, at 30 percent, are the signs associated with private parking facilities. Directional or guide signs comprise the remaining 25 percent of the signs that were identified.

The directional/guide signs are clustered in three primary locations: along Bay Street, particularly at the major gateways, i.e. Van Ness Avenue, Columbus, and The Embarcadero; in and near Aquatic Park on Hyde Street; and within a one to two block radius approaching the Pier 39 garage. The transit signs are spread throughout the study area depending on transit stop locations. The majority of parking signs are located east of Columbus along Jefferson and Beach and on side streets where the parking facilities are concentrated.

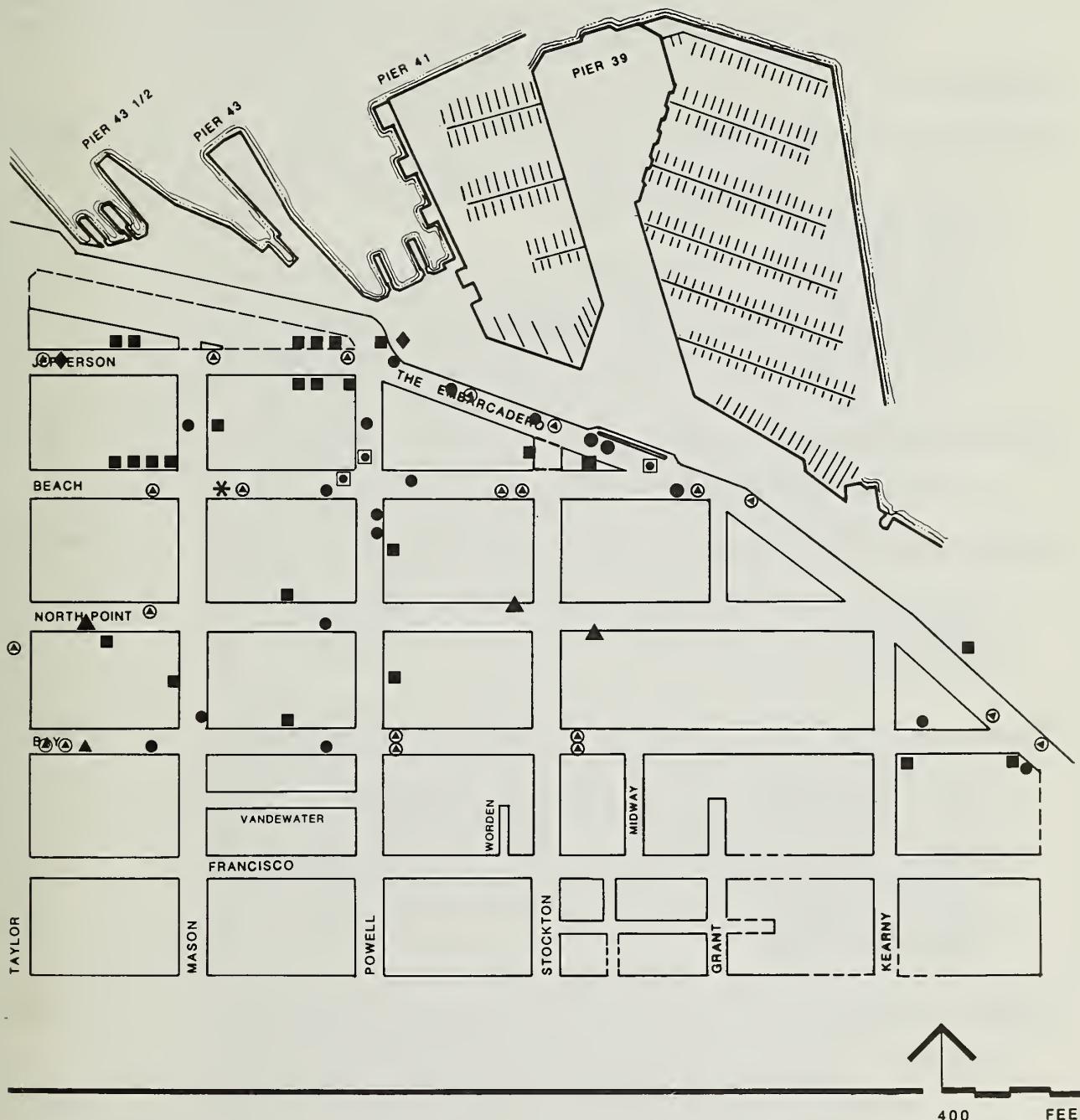
While signs are dispersed throughout the study area, the concentration of signs is most prominent within a one to two block radius of the Jefferson/Powell/Embarcadero intersection. The overabundance of signs in this location visually clutters the area and can become distracting rather than helpful to the driver.



DIRECTIONAL/GUIDE SIGNS

- ◆ Private
- Public - Parking Directional
- Public - General Directional

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TRANSIT

- Ⓐ Muni (Public)
- ▲ Golden Gate (Public)
- * Airporter (Private)

PARKING

- Private Parking Signs

Map 6.12

FIGURE 6-29
SUMMARY OF SIGN INVENTORY

<u>Type of Sign</u>	<u>Number of Signs</u>	<u>Percentage of Total</u>
<u>Directional/Guide Signs (Public)</u>	42	24%
Attractions in Northern Waterfront	9	
Attractions in other parts of the city	1	
Bridges/Highways	3	
Combined Attractions and Highways	5	
Parking Facilities	6	
Combined Attractions and Parking Facilities	3	
Scenic Route Signs	8	
Bicycle Route Signs	7	
<u>Directional/Guide Signs (Private)</u>	2	1%
Attractions in Northern Waterfront	2	
<u>Parking Facilities (Private)</u>	51	30%
Wall or Projecting Signs Attached to buildings	17	
Sandwich Board/Movable Signs	7	
Free-Standing	27	
<u>Transit (public)</u>	76	44%
MUNI - Landor Signs	13	
MUNI - DPW Cable Car Alternative Routing Signs	27	
MUNI - Painted Post or Curb	24	
MUNI - Unofficial Sign	1	
Cable Car Boarding	3	
Cable Car Schedule	1	
Golden Gate Transit	6	
<u>Transit (Private)</u>	2	1%
Airporter	2	
TOTAL	173	100%

SOURCE: Department of City Planning Sign Inventory, October 1985 and March 1986

Directional/Guide Signs

Major Attractions. Most traffic reaches the Northern Waterfront Study Area from The Embarcadero on the east, Columbus Avenue, or Bay Street and Van Ness Avenue on the west. Motorists approaching on The Embarcadero from the Bay Bridge, are directed to Pier 39 and Fisherman's Wharf; however, other attractions are not adequately signed from this approach. For the unfamiliar visitor, it is not clear where major tourist stops such as Ghirardelli Square, The Cannery, the Anchorage and Golden Gate National Recreation Area (GGNRA) are located nor how to reach them.

Drivers from San Francisco and the Golden Gate Bridge who approach the Northern Waterfront Study Area from the west along Bay Street, are directed to continue along Bay to reach Fisherman's Wharf (see Fig. 6-30). Eastbound vehicles on Bay Street are directed to turn left at Powell Street, which is beyond many of the traditional Northern Waterfront Study Area attractions. While new signs posted by the Department of Public Works (DPW) help to orient the driver on Bay Street, once drivers turn off Bay there are inadequate follow-up signs directing vehicles to parking and specific attractions. Drivers approaching from the south of Van Ness Avenue (Highway 101), are provided directional signs to Fisherman's Wharf at Lombard and North Point Streets. Motorists are directed into the Northern Waterfront Study Area via North Point (see Fig. 6-31).

Columbus Avenue serves as a primary access into the Northern Waterfront Study Area from the Financial District, North Beach, Chinatown, and other neighborhoods within San Francisco. Columbus Avenue ultimately deposits traffic at The Cannery, but its diagonal intersections at Bay, North Point and Beach can be confusing. The presence of hotels suggest that Fisherman's Wharf is nearby, but there are no signs indicating where the Northern Waterfront Study Area attractions are located.

Polk, Mason, Powell and Stockton Streets serve as minor north/south access routes. Presently none of these streets are heavily used and no directional signage to the Northern Waterfront Study Area attractions is provided. Other north/south through-streets for example, Hyde, Leavenworth, and Jones – are generally too steep to be considered viable access routes. The two remaining north/south streets, Taylor and Larkin, are not through



Figure 6.30 Directional sign on Bay at Van Ness Avenue.



Figure 6.31 Directional sign on Van Ness at North Point Street.

streets. All of these streets are local streets serving either residential neighborhoods or neighborhood commercial areas.

Parking Signs.

Directional signage to off-street parking is a related problem. Traffic approaching from The Embarcadero is directed to the Pier 39 garage and wharf lots with no indication that parking is available in the western portions of the Northern Waterfront Study Area (see Fig. 6-32). From all other access directions, there are no public signs directing motorists to the areas where parking facilities can be found.

The private signs located at each specific parking facility tend to be inconsistent in terms of design quality and the rate structure is not always easily understood (see Fig. 6-33). Many of these private signs are not readily visible, particularly from a distance.

Access Routes

Signage indicating optimal routes by which to leave the Northern Waterfront Study Area is not provided on the major thoroughfares serving the Northern Waterfront, with the exception of Bay Street. DPW recently installed signs along Bay Street directing eastbound traffic to the Bay Bridge via The Embarcadero.

There is no comparable signing directing motorists to the Golden Gate Bridge or to U.S. 101 South (Van Ness Avenue). There is a lack of internal signing to get motorists back to major thoroughfares such as Van Ness, Columbus and The Embarcadero. As a consequence, drivers wishing to leave after visiting the Northern Waterfront Study Area may end up recirculating into congested areas.

Transit Signage

MUNI has significantly improved both the extent and the quality of transit signage in the Northern Waterfront Study Area in recent years. Bus stops are generally clearly labeled, and transit system maps have been installed at the cable car turnarounds. However, some older MUNI signs have not been removed and contradictory or duplicative information is sometimes provided (see Fig. 6-34).

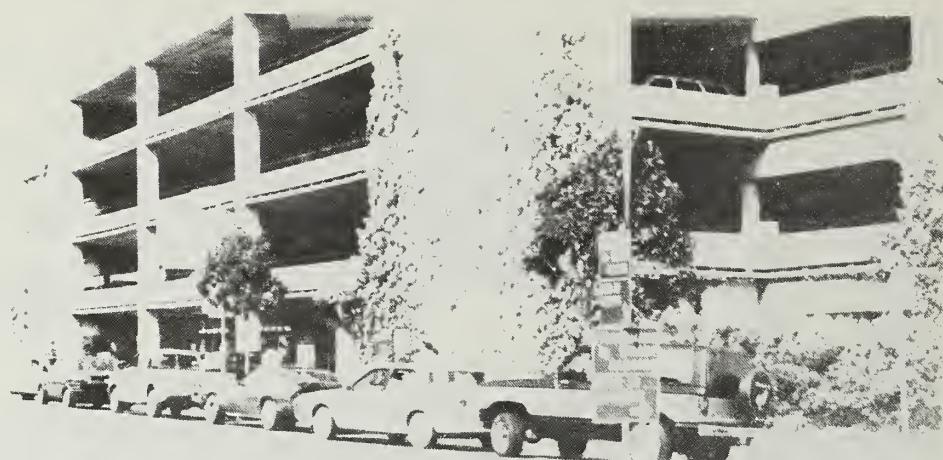


Figure 6.32 Parking signs at Pier 39 garage.

During the cable car reconstruction, DPW installed signs throughout the Northern Waterfront Study Area to identify alternative transit opportunities to the cable cars. These signs were specifically designed to provide helpful information to the unfamiliar user. They were to be removed when the new MUNI "Landor" signs were installed. At several bus stops, the Landor signs were installed, but the old signs were not removed. The most serious deficiencies concerning signage for MUNI relate to the destinations of bus lines within the Northern Waterfront Study Area, the directional orientation of buses, i.e. whether they are headed into or out of the waterfront



Figure 6.33 Parking signs along Beach Street.

area, and the location of bus layover or terminus points. MUNI lines 15, 19, 32 and 39 circulate through the Northern Waterfront Study Area, but use different locations for layover. It is not uncommon for passengers to board one of these buses intending to leave the waterfront area only to have to wait while the driver lays over at the



Figure 6.34 Muni signage.

end of the line. The DPW transit signs identify the direction of the bus by destination; however, the Landor signs do not.

Golden Gate Transit buses also operate on North Point Street. Independent sign poles are provided for Golden Gate, creating a clutter of signs at some of the bus stop locations.

Pedestrian Signage

Very little signage exists in the Northern Waterfront Study Area to inform visitors where the major attractions or the transit/cable car boarding areas are located. Individual business signs compete with each other for attraction of tourists, without assisting in an overall orientation to the Wharf area. Up until recently, only the GGNRA had pedestrian signing to direct visitors to attractions it offers. The recent map installations at the cable car

turnarounds provided by MUNI have improved the transit signing, but a more comprehensive program is needed (see Fig. 6-35).

6.6.2 ISSUES/OPPORTUNITIES/CONSTRAINTS

In summary, inadequate signage to major attractions, to parking facilities, and to major roadways within the Northern Waterfront can make the area a confusing and frustrating experience for the unfamiliar visitor. Disoriented auto drivers, in turn, end up compounding traffic congestion in the area. Also, more information is needed to inform potential transit patrons in the Northern Waterfront Study Area what services are available, especially as an alternative to the cable car. Lack of knowledge of the MUNI network should be presumed in the Northern Waterfront Study Area, and transit information should be designed accordingly. While improving the overall circulation in the area will require a comprehensive look at traffic, transit, and pedestrian patterns and signing, the issues that relate directly to signing are summarized below.

Directional/Guide signs

- Confusion for auto drivers stems from a lack of uniform directional signs to major tourist attractions and to off-street parking locations when entering the Northern Waterfront Study Area. When leaving the waterfront area, there is inadequate signing to direct motorists back to the regional highway system or to the major thoroughfares in the city.

A clear and understandable signing program for major attractions and parking that provides adequate information for the motorist at a scale consistent with the area can be developed. It must be done without



Figure 6.35 Muni information kiosk.

adding unnecessarily to the existing sign inventory and thereby contributing to visual clutter in the Northern Waterfront. This could be accomplished through a set of design guidelines for signs.

Access into the Northern Waterfront Study Area is from three major gateways: Bay Street and Van Ness Avenue on the west, Columbus Avenue in the center, and The Embarcadero on the east. This condition allows for a concise signing program at key intersections and along major access routes to direct visitors into the area.

The Department of Public Works (DPW) is reluctant to provide public signage to private attractions such as

Ghirardelli Square and The Cannery. Existing practice is to sign only to general areas of attraction or to public facilities. Activities in the Northern Waterfront, however, have generally not been associated with geographical areas such as the Western Wharf Area, Central Wharf Area, etc., but rather with the specific attractions/landmarks such as Ghirardelli Square.

Ghirardelli Square is a Designated Landmark, having been recognized as having unique historic and architectural qualities. In addition it is recognized as one of the primary visitor attractions in the city. As such, it may warrant special consideration with respect to accepted signing practices for privately owned businesses.

There are a variety of ways in which the signing problem can be addressed, both with respect to message on the sign and the design of the sign. Messages on public signs may direct tourists to:

- 1) general geographical areas, with the individual attractions listed below,
- 2) general geographical areas only (the problems with this approach are noted above),
- 3) refer to the entire Northern Waterfront as Fisherman's Wharf and rely on the addition of guide signs directing tourists past other attractions such as Ghirardelli Square to bring them into the area, or
- 4) develop a signing program (similar to the concept developed for the City of Monterey)² based on the most identifiable attractions and/or landmarks in the area, both public and private, to inform visitors. Private signs would not be bound by the same restrictions.

The design of the signs could either conform with the standard highway signs (green with white lettering) already used in the area or a new design unique to the Northern Waterfront Study Area could be developed.

A uniform private signing program could be developed by the businesses in the Northern Waterfront Study Area. Implementation of such a program would require amendment of existing regulatory codes. This option should be further explored in the next phase of the study.

Parking Signage

- The absence of public directional signs to areas where parking facilities are located causes the perception that the availability of parking in the Northern Waterfront Study Area is worse than it actually is. While many parking facilities are close to capacity during the peak tourist seasons, surveys have found a greater availability of parking spaces in the western Wharf and the Ghirardelli Square/Anchorage areas than near Pier 39.

The current overabundance of public signing to parking at Pier 39 and the eastern approach to Fisherman's Wharf present a perception that parking is only available at the east end of the Northern Waterfront Study Area. A signing program for the area should include re-evaluation and potential consolidation of the existing signs in this location.

All of the parking facilities in the Northern Waterfront Study Area are privately owned or operated. A public signing program to the parking facilities would, as a result, have to be general in nature, directing visitors only to the vicinity where parking is available. Implementation of a private signing program, financed by the Wharf Merchants' Association or private businesses, would allow greater flexibility.

Parking is concentrated in three general areas in the Northern Waterfront:

- 1) Ghirardelli Square area – Parking access is centered around Larkin and North Point in the western Northern Waterfront Study Area.
- 2) Fisherman's Wharf area – Parking access is primarily located along Beach Street between Leavenworth and Mason in the central Northern Waterfront Study Area.
- 3) Pier 39 area – Primary parking accesses are located off Jefferson and Powell in the eastern Northern Waterfront Study Area.

By selecting preferred access routes to these general parking areas, motorists could easily be directed into a general vicinity where parking is available, resulting in a more evenly distributed parking demand.

Transit Signage

- There is inadequate information for the first time or infrequent visitor to the Northern Waterfront Study Area to easily understand the transit system, i.e. where to catch the bus and the destination of various bus lines. This discourages visitors from using transit.

In locations where both the new "Landor" and the cable car alternative transit signs exist, the older signs can be removed by DPW.

MUNI has been working with Golden Gate Transit to eliminate duplicative sign posts at bus stops shared by the two transit operators. The Golden Gate Transit signs could be removed and replaced by decal stickers on the MUNI signs as a solution to this problem.

The replacement program that installs the "Landor" signs throughout the city has limited financial resources. The Northern Waterfront Study Area is not a citywide priority. As a result, inconsistent transit signing is expected to continue in the near future.

The possibility of MUNI including additional information on the "Landor" signs, such as destination of bus lines, i.e., whether the bus is headed into or out of the Northern Waterfront and to major attractions such as Chinatown or North Beach, should be explored. For example, the use of directional destination information on the DPW signs and a logo depicting the Line 39 destination at Coit Tower have both been successfully implemented.

MUNI has already installed new information kiosks at the cable car terminals which include a transit system map to provide readily accessible information to the unfamiliar transit user. It may be possible to expand this program, with the assistance of merchants in the Northern Waterfront Study Area, to provide similar information at the major tourist attractions, such as Pier 39.

Signs directing visitors to Fisherman's Wharf, Ghirardelli Square, etc. could be selectively placed at strategic locations along bus routes serving the Northern Waterfront. This would facilitate transit access between popular tourist attractions.

Pedestrian Signage

- Signage problems related to pedestrians affect all visitors to the Northern Waterfront as both auto and transit users become pedestrians when they disembark from their vehicles. As pedestrians, waterfront visitors are largely on their own with little guidance to the area's major attractions.

There are two types of signing programs that could improve pedestrian information in the Northern Waterfront Study Area. One would include small scale public signs along sidewalks that would indicate the direction of various attractions. The other would be a private signing program with uniform maps of the attractions in the Northern Waterfront Study Area to be posted at the major activity centers. This could easily be incorporated with a program for mapping of transit services.

Information brochures and tourist guide maps identifying attractions and public transit service could be distributed by the merchants and hotels throughout the city to improve visitor understanding of the Northern Waterfront and its attractions.

FOOTNOTES

- ¹ Counts conducted by EIP Associates in March 1985. Metered and non-metered spaces were not broken out separately.
- ² The City of Monterey implemented a uniform, citywide signing program identifying primary and secondary activity areas (both private and public), appropriate approach routes to the activity areas, and information points for posting of signs.

6.7 APPENDIX

FIGURE 6-36
VEHICULAR LEVELS OF SERVICE AT SIGNALIZED INTERSECTIONS

<u>Level of Service</u>	<u>Description</u>	<u>Volume/Capacity (V/C) Ratio</u>
A	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication. The traffic operation can generally be described as excellent.	0.00- 0.60
B	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delays may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The traffic operation can be generally described as very good.	0.61- 0.70
C	Level of Service C describes a condition where the approach to an intersection is often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted, but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication. The traffic operation can generally be described as good.	0.71- 0.80
D	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operation can generally be described as fair.	0.81- 0.90
E	Capacity occurs at Level of Service E. It represents the most vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting up-stream of the intersection and vehicles may be delayed up to several signal cycles. The traffic operation can generally be described as poor.	0.91- 1.00
F	Level of Service F represents a jammed condition. Back-up from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.01+

1 Capacity is defined as Level of Service E.

SOURCE: San Francisco Department of Public Works, Traffic Division, Bureau of Engineering from Highway Capacity Manual, Highway Research Board, 1965.

FIGURE 6-37
PEDESTRIAN FLOW REGIMES

<u>Flow Regime</u>	<u>Walking Speed Choice</u>	<u>Conflicts</u>	<u>Average Flow Rate(P/F/M)¹</u>
Open	Free Selection	None	0.0 – 0.5
Unimpeded	Some Selection	Minor	0.5 – 2.0
Impeded	Some Selection	Indirect Interaction	2.0 – 6.0
Constrained	Some Restriction	Multiple	6.0 – 10.0
Crowded	Restricted	High Probability	10.0 – 14.0

-----Design Limit – Upper Limit of Desirable Flow-----

Congested	All reduced	Frequent	14.0 – 18.0
Jammed	Shuffle Only	Unavoidable	N/A ²

1 P/F/M=Pedestrians per foot of sidewalk width per minute.

2 For Jammed Flow, the (attempted) flow rate degrades to zero at complete breakdown.

SOURCE: Pushkarev and Zupan, Urban Space for Pedestrians

7.0 PRESERVATION

The findings of the Preservation Chapter were not yet completed when this report went to print. Following is a list of buildings which are under study.

<u>Name of Building</u>	<u>Address</u>	<u>Buildings built before 1945</u>	<u>Assessor's Block Number</u>
Aquatic Park Buildings	Jefferson Street		405
Bauer-Schweitzer Malt Factory	530-550 Chestnut Street		52/10
Buena Vista	2765 Beach Street		14
Cannery	600 Beach Street		10/1
Commercial buildings	1300 Columbus (uneven numbers)		24
Eagle Cafe	Pier 39		Pier 39
Ferry Arch at Pier 43	Pier 43		Pier 43
Fish Alley Buildings	Jefferson Street		Wharf J9 & 10
Furniture Shop	963 North Point Street		453/13
Garage	915 North Point Street		453/1
Garage	2715 Hyde Street		25/4D
Ghirardelli Square	900 North Point Street		452/1
Haslett Warehouse	680 Beach Street		10/2
Michaelis Grocery	901 North Point Street		453/1
Municipal Pier	Foot of Van Ness Avenue		
Musto Building	535 North Point Street		29/6
North Point Shopping Center	201 Filbert Street		31/1,3,4
Otis Building, now Blue Shield	1 Beach Street		18/1
Piedmont Winery	781 Beach Street		25/14
Pier 45 Sheds	Pier 45		
Pumping Station No.2	Foot of Van Ness Avenue		409
<u>Buildings built after 1945</u>			
Blue Shield Building	2 North Point Street		17/2
Cost Plus	252 North Point Street		30/8,9,10,11
Delmonte Warehouse	2455 Mason Street		30/11
Franciscan Restaurant	near Pier 43-1/2		
Fromm & Sichel Building	675 Beach Street		24/25
Habenicht & Howlett, now Cost Plus Nursery	2633 Taylor Street		30/14
Longshoremen's Hall	400 North Point Street		21/1
Office Building with Retail	451 Beach Street		22/15
Office Building	1280 Columbus Avenue		28/9
Office Building	327 Bay Street		41/33
Office Building with Parking	2720 Taylor Street		13/5
Mixed Use Building	333 Bay Street		41/35
North Beach Place Housing	401-99 & 501-99 Bay Street		42 & 43
Pier 39	Pier 39		
Sewage Treatment Plant	111 Bay Street		33,34,38,39
Repair Garage, now Patagonia	770 North Point Street		24/11
Residential Building	2231 Powell Street		41/4
Residential Building	3030 Larkin Street		25/23
Rowing Clubs	500 Jefferson Street		8/2
Tubbs Cordage Company	Foot of Hyde Street		Hyde St. Pier
Western Feed Company, now Cost Plus Gallery	2598 Taylor Street		30/12

8.0 OPEN SPACE

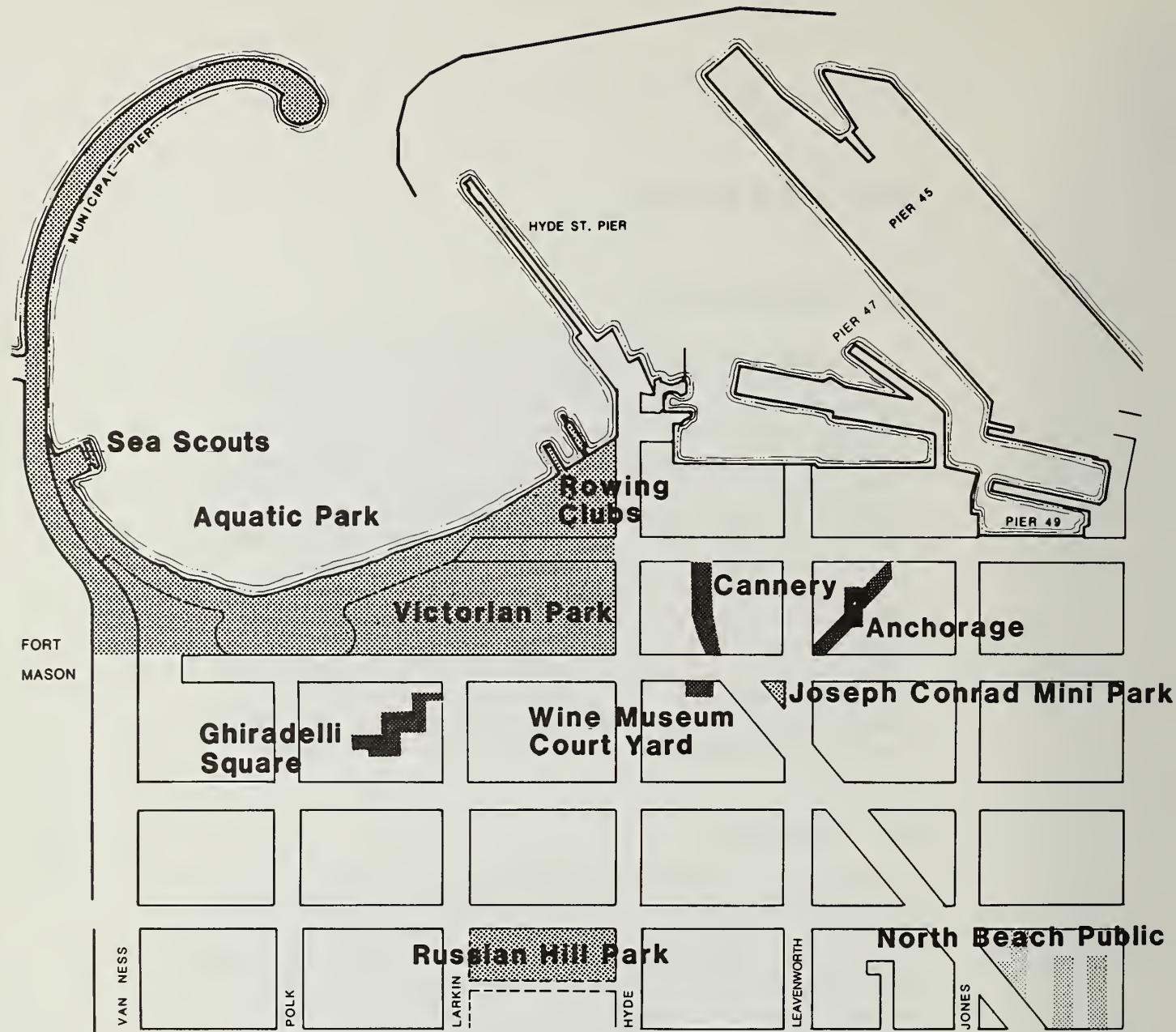
8.1 INTRODUCTION

Open Space is an important element in the quality of urban life. Open space has two major functions that contribute to the livability of a city. The first function is recreation. Parks and other public places allow people to fulfill their need for leisure and active recreation. Second, open space functions as an organizing and unifying element in the urban design of an area. It may connect or separate urban functions, create axes or foci. In this chapter, Master Plan Policies pertaining to open space are discussed. The existing open space of the Northern Waterfront area is then described in terms of facilities available and how they are used, when and by whom. Following this inventory is an analysis of the recreational function of the open space that determines how well open space satisfies the needs of all people. Finally, at the end of this chapter, open space issues are listed and opportunities and constraints are discussed.

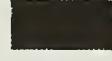
8.2 POLICIES

The policies of the Recreation and Open Space Element of the Master Plan for the shoreline advocate continuous public access to the water and the creation of open space in connection with new development. The policies also provide for improving the quality of existing shoreline recreation areas. In order to promote the creation, renovation, and renewal of parks and recreation facilities within neighborhoods, the policies give priority for improvements to areas deficient in such facilities.

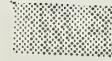
The Northeastern Waterfront Plan, a subarea plan of the city's Master Plan governing the study area, similarly stresses the importance of recreation facilities for residents and visitors, the provision of a continuous system of parks and plazas, and access to the water in various forms as part of maritime and non-maritime developments. It also calls for integration of city-owned open space with that of the adjacent Golden Gate National Recreation Area. The subarea plan repeats policies from the Open Space Element



Public Open Space

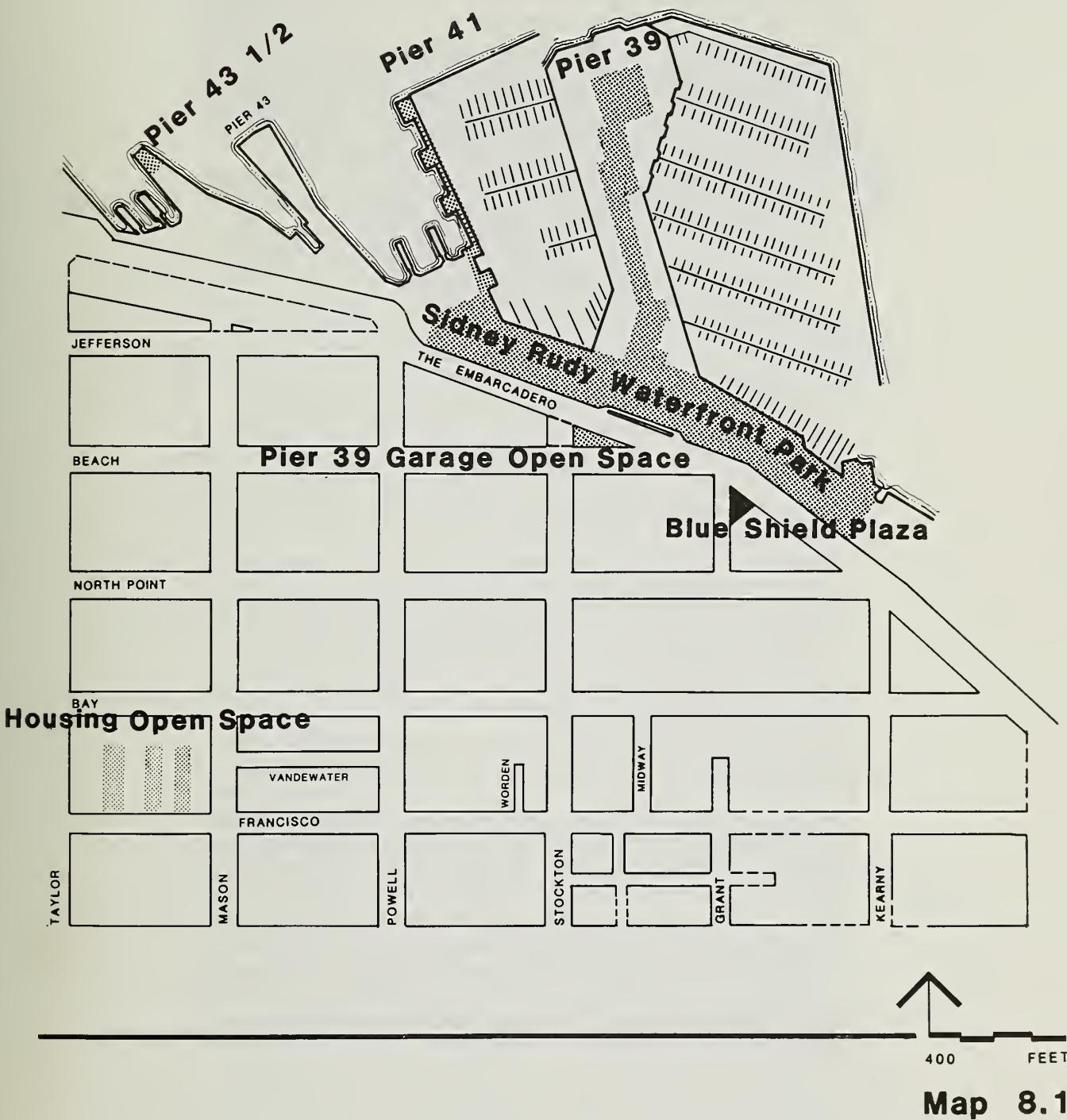


Private, Publicly Accessible Open Space



Semi-public Open Space

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advocating development of continuous public pedestrian access and provision of open space as relief from the intense level of activity. Several specific areas were identified for open space development. Two subareas are still awaiting implementation, a plaza at the foot of Taylor Street and a proposed fish market in Fish Alley adjacent to Leavenworth Street.

8.3 EXISTING OPEN SPACE: FACILITIES, ACTIVITIES, AND USERS

The open spaces of the Northern Waterfront area are owned by various public agencies and private entities and differ in the degree of public availability. Aquatic, Victorian Park, and the Hyde Street Pier Historic Ship Collection of the National Maritime Museum are part of the GGNRA. Joseph Conrad Mini Park belongs to San Francisco's Recreation and Park Department, and Russian Hill Park to the Water Department. Sidney Rudy Waterfront Park, the open space within and around Pier 39, on Pier 41, and at the tip of Pier 43 1/2 is owned by the Port. Public access is available to all of these open spaces. The open spaces of Ghirardelli Square, The Cannery, The Anchorage, the new Blue Shield office building, and the Wine Museum are privately owned but publicly accessible. The interior open spaces of the North Beach Place housing development are owned by the Public Housing Authority, but are semi-public in nature.

8.3.1 PUBLIC OPEN SPACE

Aquatic Park

Aquatic Park has three distinctive areas. The first area comprises the three acres surrounding the National Maritime Museum. Cement bleachers and dressing rooms are located on both sides of the museum. A concrete walk to the north surrounds semi-circular cobblestone steps and a sandy beach lining the bowl-shaped basin of Aquatic Park. Multi-level grassy areas of various shapes are located further west of the Museum, with bocce ball courts are tucked away in the southwestern corner of the park formed Beach Street and Van Ness Ave.

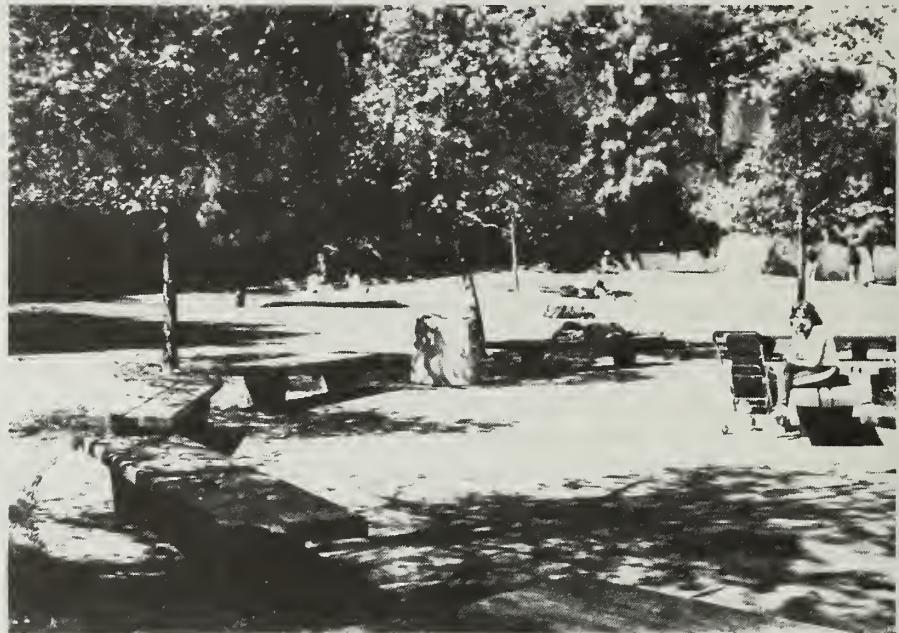


Aquatic Park

The grassy areas near the Museum are used extensively by sun bathers, as well as for sitting and people watching, socializing, reading, and napping. Large numbers of Galileo High School students come here to eat their lunch on the grass. Other students sit on the wall adjacent to the path. Additional activities include jogging, walking, biking, and walking dogs on the concrete path around the cove, having a picnic, and sitting on the bleachers gazing out over the water. The beach is mainly used by children for sand play, wading, playing catch, wrestling, and chasing sea gulls. The cove serves swimmers and boaters.

During the week, few if any tourists were spotted on the west side of the Museum. Some tourists, though, will venture to the bleachers east of the building. On the weekends the situation changes: this part of Aquatic Park becomes a tourist destination. Tourists can be observed walking back and forth on the concrete walk or sitting fully clothed on the grassy areas. The bleachers on the east side of the Museum are a popular weekend spot. The bocce ball courts remain strictly the domain of older Italian men.

The second distinct region of Aquatic Park is the small, semi-circular, grassy patch on the west side of Van Ness Avenue, directly under the steps leading up to Fort Mason. It is peaceful, wind-protected, and relatively isolated from the rest of Aquatic Park. It features a semi-circular brick walkway with benches along both sides. This quiet retreat attracts sun bathers all week long, and well serves senior citizens and people with toddlers.



Aquatic Park: Semicircular Open Space

Across from this grassy area on the cove-side of Van Ness Avenue, the Sea Scouts' base is housed in a one-story high, wooden, historic building with piers extending east. The club is open on weekends.

The third part of Aquatic Park is the 2.1 acre Municipal Pier. Continuing the curve of the shoreline beyond the Sea Scouts' building, the pier arches back eastward into the water, partially enclosing a circular cove. On weekdays, this area remains practically empty, with only a few people fishing off the pier and a few joggers. The wind on the pier is often strong and chilly but the views are stupendous. On the weekends more people are using the pier for fishing and strolling.

Victorian Park

Victorian Park is a flat, long, rectangular area along Beach Street with a formal arrangement of a double row of benches facing each other and sloping lawns with trees. The north side (towards the water) is a popular place with both San Francisco residents and tourists. The park is 5.6 acres in size. On sunny weekday afternoons, the benches located at the foot of Larkin Street are occupied mainly by senior citizens watching the activities on Jefferson Street. The lawn directly north of the cable car turnaround is used by tourists, residents, and employees of nearby businesses enjoying the sun. The benches around the cable car turnaround are occupied primarily by tourists waiting for the cable car. The crowds are large on weekends. Tourists spill out of the cable car turnaround along Jefferson Street. Residents use the lawn below the turnaround for sun bathing.



Victorian Park

Hyde Street Pier

The Hyde Street Pier is a narrow pier extending northward from the foot of Hyde Street. As the setting for the display of the historic ships of the National Maritime Museum, it serves an important educational as well as recreational function.

Swimming and Rowing Clubs

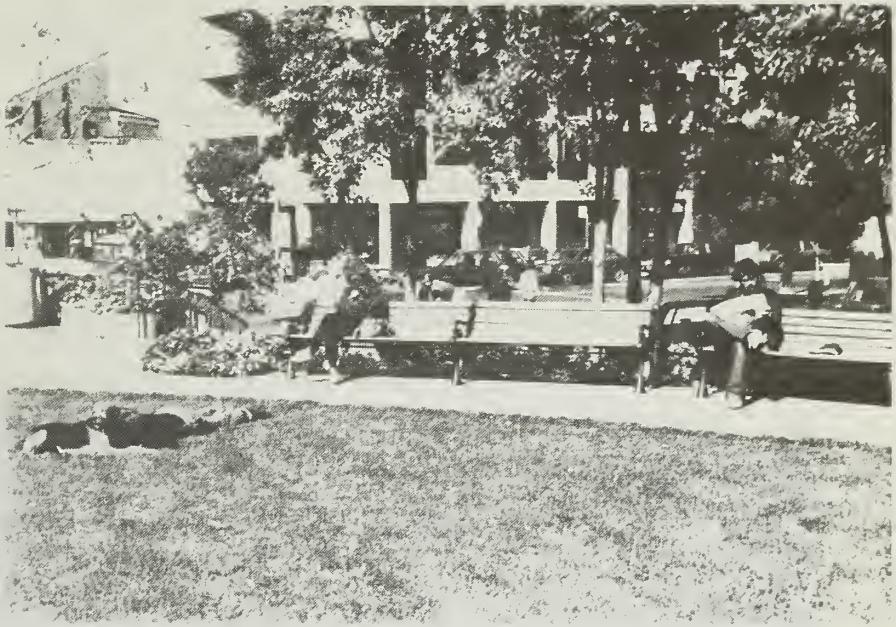
The clubhouses of the Dolphin and the South End Rowing Clubs are located across from Victorian Park at the foot of Hyde Street. The entrances are on Jefferson Street while the buildings are oriented northward to the water. The clubs are City-owned, but charge a fee for membership. On weekdays the clubs take turns in opening their doors to the general public. For a five dollar fee anyone can use the shower, gym, and sundeck and the access to the cove. Members of the club also have use of the row boats.

Joseph Conrad Mini Park

This triangular park is bounded by Beach, Columbus, and Leavenworth Streets. Only one quarter acre large, most of the small space is covered by a semi-circular lawn abutting Columbus Street. A walkway follows the shape of the lawn, widening to a triangular sitting area at the northeast corner, where two perpendicular rows of benches face Columbus Avenue. The traffic surrounding the park detracts from the park's peacefulness. On weekdays no more than eight people were observed in the park at any given time. On weekends the number is even less.

Russian Hill Park

Most passersby encounter Russian Hill Park (bounded by Bay, Hyde, Larkin, and Francisco Streets) along Bay Street, where a flat area with an unkempt lawn, trees and shrubs and a single bench fronts the street. Behind this area a steep slope steps up (south) to another large flat area, the asphalt covered water reservoir, backed by another grassy slope further south up Russian Hill. Only this last slope belongs to the Recreation and Park Department.



Joseph Conrad Mini Park

while the rest of the land is owned by the Water Department. The flat areas are approximately 2.5 acres in size. Only the grassy area on Bay Street is used occasionally by people walking their dogs.

Sidney Rudy Waterfront Park

The Sidney Rudy Waterfront Park, a long, narrow, 5.2 acre open space, stretches along the water between Kearny and Powell Streets (Pier 35 to 41). It extends eastward and westward from its widest point, the Pier 39 entrance plaza. Its southern border is formed by the sidewalk along The Embarcadero. Accompanying the sidewalk for the whole length of the park is a 33 - 39 ft. wide strip of lawn where people stop to rest. Geometric sitting areas paved with granite cobblestones have been cut into the lawn area and walkways, providing a welcome change in pavement texture. There are cast-iron benches with wooden seats and backrests. The sitting areas are oriented towards a central walkway through the entire park. Raised planter beds in geometric shapes with wide wooden ledges at sitting height

have been arranged throughout the open space. They are planted either with low evergreen shrubs to provide privacy and wind protection for the sitting areas or with colorful summer flowers for visual enjoyment.



Sydney Rudy Waterfront Park

The eastern side of the park features "sky gate", a tall, stainless steel sculpture. There is also a children's play area with slide and sandbox surrounded by concrete steps. An anchor and moors have been used as design elements and underscore the maritime character of the park. The west side of the park is well used by visitors and tourists for resting, people watching, eating and looking at the views and activities around the tour boats. Few people will venture to the east side of the park because Pier 39 usually is perceived as the eastern end of Fisherman's Wharf. Only when the cruise ships are anchored at Pier 35 are more people drawn to this side of the park.

Pier 43 1/2

A blacktop walkway on the westside of Pier 43 1/2 leads to a small sitting area at the very end of the pier. The walkway is chained off from the adjacent parking lot while a chainlink fence strung between telephone poles protects it on the waterside. In the sitting area 3 flagpoles rise from a round, raised, cobblestone-paved concrete pad which doubles as a bench. A cluster of seven 30-foot telephone poles hold a ship's bell. The sitting area is paved with red brick. Since this open space is hidden behind parked cars, it gets little use.

Pier 41

Pier 41, an open space pier, is a twelve foot wide wooden gangway which intermittently widens into four viewing platforms measuring approximately 44 by 52 feet. The pier extends way out into the water toward the northwest. Walking out to the end of the pier gives the impression of being at sea. Even though each wide platform has two or three benches, because of the prevailing strong winds the pier is mostly used for walking and viewing.



Pier 41

Open Space East of Pier 39 Garage

This triangular open space, bounded by The Embarcadero, Beach, and Stockton Streets, consists of a lawn area with a few wind-swept cedar trees. A concrete walkway through the area connects Beach Street to Pier 39 via a signalized crosswalk across The Embarcadero. The open space has no recreational value but serves as a pedestrian corridor that provides visual relief from the relentless architecture of the garage.

8.3.2 PRIVATE, PUBLICLY ACCESSIBLE OPEN SPACE

The mixed-use developments of Ghirardelli Square, The Cannery, Anchorage, and Pier 39 all feature interior court-yards with essentially the same elements: a sequence of spaces, different levels, steps and stairs, an array of sitting facilities, a stage, a variety of eateries, trees and planters. Differences in scale, design, dimensions, location, orientation, material, and the use of some singular features (for example, the fountain in Ghirardelli Square) make each space unique. The court yards are intended to serve the visitors and tourists and are very well accepted.



Pier 39

Wine Museum Court Yard

Across from The Cannery, one flight of stairs up from the sidewalk, there is a small court-yard with a fountain, wooden benches, and a few trees. It serves as an entrance court to the Wine Museum building. Because of its upstairs location and northern exposure it gets little use. This may change, though, when the carousel museum opens at this location in the near future.

Blue Shield Plaza

Part of the new Blue Shield office building is a triangular plaza located at the corner of Grant Street and The Embarcadero. It features a central circular fountain, sitting areas on three levels with radial brick paving, and concrete benches and planters arranged in a zig-zag fashion defining the open space towards The Embarcadero. Flowers in planters and trees provide a desirable contrast to the geometric formality of this well-designed open space. The function of the plaza is mostly decorative.

8.3.3 SEMI-PUBLIC OPEN SPACE

Open Space of North Beach Place

The buildings of the public housing complex on Beach Street in the southwest corner of the study area enclose their open spaces in a horseshoe fashion, leaving them open to the south. There are five courtyards with lawns, gray concrete pavement, play equipment, sand boxes, benches, planters, and a few trees. The design is based on circular, square, and rectangular forms which have been used to delineate lawns, pavement, planters and sandboxes.

Although the areas are clean and free of trash they look barren and worn. Trees and shrubs are sparse. The play equipment and the landscape elements are unimaginative and massive. Through the efforts of the San Francisco Conservation Corps a new trellis and picnic tables and benches have been added in the western-most court yard. The overall impression,

though, is uninviting and hostile, an impression reinforced by the absence of people and by the fact that in three court-yards more than half of the open space is being used as parking lot. One positive change has taken place on the triangular piece of land west of the development: it has been turned into a community garden thriving with roses and vegetables.



North Beach Place

8.4 ANALYSIS OF OPEN SPACE: FUNCTION AND ACCESS

Aquatic Park with the Municipal Pier, Victorian Park, and the Waterfront Park are open spaces which by their unique waterfront location, their facilities, and their particular scenic qualities have a citywide function. To a large degree they also serve the tourists. Joseph Conrad Mini Park, because of its small size, its location among commercial uses and the busy streets on all sides, gets very limited use. It serves a decorative function and provides a sense of openness. Russian Hill Park is undeveloped.

None of the open spaces within the study area functions as a neighborhood park. It could be argued that Aquatic Park serves certain passive recreation functions attributed to neighborhood parks. No survey has been conducted to determine whether in fact Northern Waterfront residents use Aquatic Park

for leisurely pursuits. Nonetheless, the Northern Waterfront study area lacks open space which accommodates all user groups and provides for passive and active recreation within a quarter of a mile (5-7 minute walking distance) to serve the 2300 residents of the area – a standard established for neighborhoods by the Master Plan.

This finding is confirmed by the Recreation and Open Space Element of the Master Plan, which shows that most of the study area lies outside the range of neighborhood-serving open spaces. The closest neighborhood park is North Beach Playground, located at least 1750 feet from the residential district of the study area. The distance to North Beach Playground not only exceeds comfortable walking distance, but the insufficient size and facilities of the park does not even satisfy the needs of the people within its own service area. In fact, the residents surrounding North Beach Playground recently asked the Recreation and Park Department to explore double-decking the entire area in order to obtain more space urgently needed for ball games.

In addition to limited access to parks, several social and economic characteristics are present in the population of the Northern Waterfront area that, according to the Recreation and Open Space Element, aggravate the need for open space. The number of people under the age of 18 increased by 89% between 1970 and 1980. The proportion of residents over 65 in the western portion of the area is considerably higher than the citywide figure. In Tract 101 the median income for families is substantially lower than the citywide median.

8.5 ISSUES, OPPORTUNITIES, CONSTRAINTS

8.5.1 NEIGHBORHOOD PARK

- The Northern Waterfront area is in need of a neighborhood park. Even if Aquatic Park were considered to serve the residents passive recreation needs, open space for play and active sports seems to be lacking. This need would be further increased if the Kirkland Bus Yard is developed with housing.

The flat areas of Russian Hill Park (2.5 acres) could be developed for ball fields and other recreational pursuits. Earthen berms or other means could be used to protect the lower site from wind and the traffic noise from Bay Street.

Another opportunity for active recreation may exist at Galileo High School. By agreement between the Board of Education and the Recreation and Park Department, use of those facilities by the public could be arranged.

8.5.2 EXTENSIONS OF OPEN SPACE

- There is a strong perception that Fisherman's Wharf lacks a central place and needs a unifying element.

The triangular site at the foot of Taylor Street, identified as open space in previous plans (Northeastern Waterfront Plan, Fisherman's Wharf Action Plan) could assume this function and become the site for a central plaza. It is located at the crosspoint of two highly traveled pedestrian routes, Taylor and Jefferson Streets adjacent to the fishing harbor and next to the oldest restaurants in the Wharf. The port is under obligation to develop the western portion as open space. The ultimate size, though, as well as spatial definition, function, configuration, and design of this space should be carefully explored. The fish market proposed for Fish Alley at the foot of Leavenworth Street could conceivably be placed here. An open air market for fruit, vegetables, and flowers at this site could also be explored. This central market may turn out to be the institution which would bring San Francisco's residents to Fisherman's Wharf.

- Aquatic Park is one of the most exciting open spaces in the city. Likewise, Van Ness Avenue is one of the most important boulevards of San Francisco. Yet, where the two come together Van Ness Avenue just fades into Aquatic Park without any indication of this important juncture.
- Aquatic Park also meets Fort Mason at the terminus of Van Ness Avenue, yet many people are not aware of this connection. A much stronger link between the two parks should be established.

By vacating the northern end of Van Ness Avenue north of Beach Street a space could be created through outstanding design treatment which fittingly marks the end of Van Ness Avenue and the portal to Aquatic Park and also creates a link to Fort Mason.

Van Ness Avenue presently is used for access and on-street parking. Both functions would have to be resolved. Parking could be accommodated by creating underground parking at Galileo High School.

- The Northern Waterfront features a number of open spaces distributed throughout the area without any meaningful connection.

Since Jefferson Street is the most important pedestrian route in the Northern Waterfront area it may lend itself to special landscape treatment with plant material, street furniture and other elements which signalizes its prominent function. Such treatment would seem even more plausible in the event that automobile traffic were to be removed and Jefferson Street turned into a Transit/Service Mall. Since Jefferson Street connects Aquatic and Victorian Parks to the Waterfront Park it would tie these open spaces together as a linear park and thus serve in a recreational as well as in an urban design function.

Taylor Street could be treated similarly to emphasize its function as the southern portal into the Fisherman's Wharf area.

8.5.3 ACCESS TO THE WATER

- Continuous public access to the water, repeatedly stressed in policies pertaining to the Waterfront, has not fully been achieved. Pedestrians are forced to the interior for a two-block stretch at Fish Alley between Hyde and Jones Streets because the fish handlers are taking up the sea lots. Also, in the vicinity of Pier 43 and 43-1/2 access to the water is interrupted or ambiguous at best because of parked cars near the seawall or lack of clearly identified walkways.

In course of this reorganization it should also be decided whether a continuous water access in Fish Alley is desirable or whether the digression inland around the fish handlers provides special color and interest.

The area near Pier 43 and 43-1/2 seems in need of major reorganization. A continuous and well-designed connection along the water should be examined. The long-term leases of the parking areas and the need for service access pose definite constraints.

- Pier 35 is San Francisco's passenger terminal for cruise ships. In the past five years the number of people boarding in San Francisco has more than doubled. It is expected that ship travel will increase further. This operation is an exciting and visually appealing waterfront activity. There is a platform on the eastern end of Sidney Rudy Park from which to view the ships. But the park itself ends just shy of Pier 35.

Presently, the whole operation on piers 33 and 35 is being studied in view of a major reorganization. Places for viewing by the public and the extension of the park, providing both continuous access to the waterfront and a defined portal to the piers, should be examined.

- The Hyde Street Pier has been chosen as the location for the new infrastructure of the fishing fleet, yet it is to continue to serve as display setting for the historic ships. Public access for both functions will have to be worked out carefully.
- Access to the water and open spaces will have to be carefully considered in the development of Pier 45.

8.5.4 UNIFIED DESIGN APPROACH

- The open spaces along the waterfront feature an array of paving material (concrete, black top, granite cobblestone, interlocking pavers, brick) and patterns, light fixtures, benches, trash receptacles, railings, without regard for a unified and high quality design befitting one of the most spectacular waterfronts in the world.

The design of a set of elements of high standard and unique to the location should be explored.

This could be consistently implemented along the entire length of San Francisco's waterfront.

8.5.5 OPEN SPACE OF PUBLIC HOUSING

- The open space of the North Beach Place public housing project urgently needs renovation.

A thorough redesign and reconstruction of the open space of the public housing project is called for. The layout, type of facilities, materials and planting should be designed in close cooperation with the residents.

9.0 OUTDOOR SALES

The Northern Waterfront Study Area is a key location in the city for outdoor sales of goods. It has long been home to the many sidewalk vendors selling "seafood cocktails" and other souvenirs in association with the Fisherman's Wharf restaurants. Over the past 10 to 15 years, it has also become the most popular location in the city for street artists' displays, street performers, and peddlers. Recent increases in outdoor sales, primarily by non-profit or charitable solicitors, on sidewalks and in privately owned parking lots in the Northern Waterfront has raised a number of concerns.

Some of the problems associated with the increases in outdoor sales relate to market competition and freedom of speech. It is not the intent of this report to focus on the economic or constitutional issues, but merely to reevaluate regulatory and locational criteria and enforcement problems which can reduce the congestion and related problems occurring in the Northern Waterfront area.

This chapter first identifies the various types of outdoor sales occurring in the Northern Waterfront study area and outlines the regulations governing the conduct of these businesses. The problems associated with the outdoor sales are then identified, and steps which are being or could be taken to control the growing problem are discussed.

9.1 DESCRIPTION OF OUTDOOR SALES ACTIVITIES

There are presently six distinct types of outdoor sales activities occurring in the Northern Waterfront area, each of which is governed by its own set of regulations: street artists, street performers, peddlers, non-profit solicitors, businesses whose operations extend out into the sidewalk area and vendors conducting "open air sales". The street artists, street performers, and peddlers primarily operate on public sidewalks or in public plazas. Non-profit solicitors also operate on public sidewalks but their business activities also spill over onto Port of San Francisco property in the Fisherman's Wharf area. Businesses whose operations

extend out into the sidewalk include restaurants and retail operations throughout the Northern Waterfront area, including Port property. "Open air sales" are similar to other street sales, but occur on private rather than public property, and therefore are regulated by the City Planning Code.

9.1.1 STREET ARTISTS

The sale of handcrafted goods by artisans on the public sidewalks became a popular enterprise in the late 1960's and early 1970's. In 1972 the Board of Supervisors, in response to problems stemming from unregulated outdoor sales in the Union Square area, passed a resolution restricting the sale of goods by street artists to handmade items. This was the first effort by the city to regulate street artists' sales. Subsequently Proposition J, a public initiative which established a permit and licensing program for the street artists, was passed in 1974.

Proposition L, an initiative sponsored by the Board of Supervisors, was passed in November of 1975 and superceded Proposition J. It is the foundation for the current Street Artist's Program. This legislation established more stringent control over the type of goods sold, the licensing program, and the location of display tables for artists.

The current Street Artist Ordinance (Ordinance 41-83 and Article 24 of the San Francisco Municipal [Police] Code - the codified version of Proposition L) governs the sale of handcrafted items in public streets and places, making such sales unlawful without a street artist certificate or peddler's permit. Street artists must obtain certification from the Arts Commission by presenting samples of the goods they intend to sell and verifying that they are indeed handcrafted. Non-certified artists must obtain a peddlers permit. Certified artists are restricted to selling their goods at pre-established locations for the Street Artist Program and must compete in weekly lotteries to win the right to use the designated spaces.

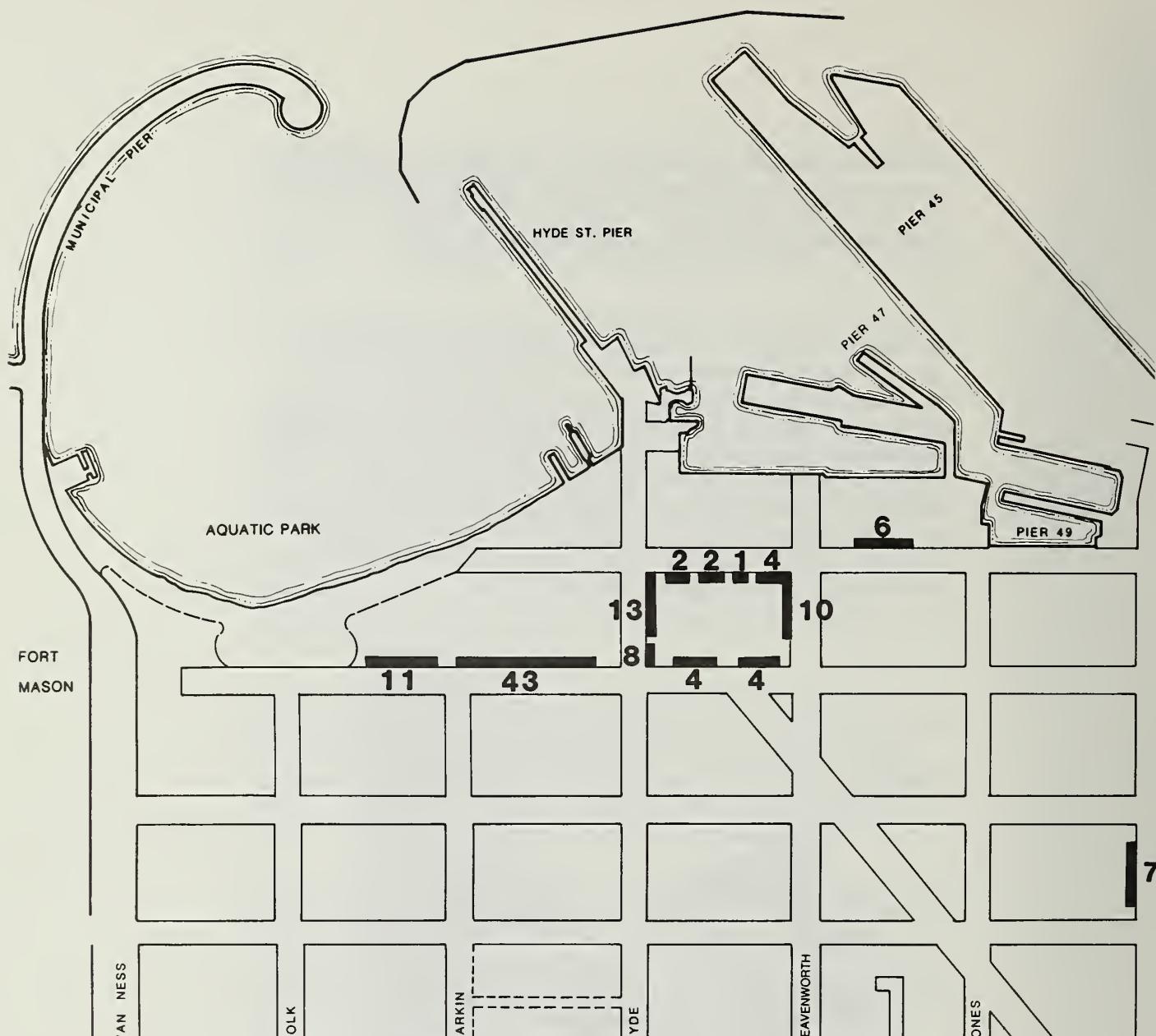
The location for street artist displays is established by resolution of the Board of Supervisors and the placement of the display tables is subject to strict locational criteria. The

criteria are intended to insure that sidewalks, crosswalks, passenger and freight loading zones, and building accesses are not blocked and that fire safety is not impaired. In addition, the regulations are intended to prevent encroachment upon other street artists' spaces.

Currently there are 148 designated street artist spaces in the Northern Waterfront. These spaces are located on Beach Street between Leavenworth and Polk; on Hyde Street between Jefferson and Beach; on Jefferson Street between Hyde and Jones; on Leavenworth Street between Jefferson and Beach (reserved for portrait artists only); and on Taylor Street between Beach and Bay (see Map 9-1). While individual artists may have favorite locations, according to informal conversations with the street artists, the most lucrative display locations are those along Beach Street between Hyde and Larkin (see Fig. 9-1).



Figure 9.1 Street artists on Beach Street.



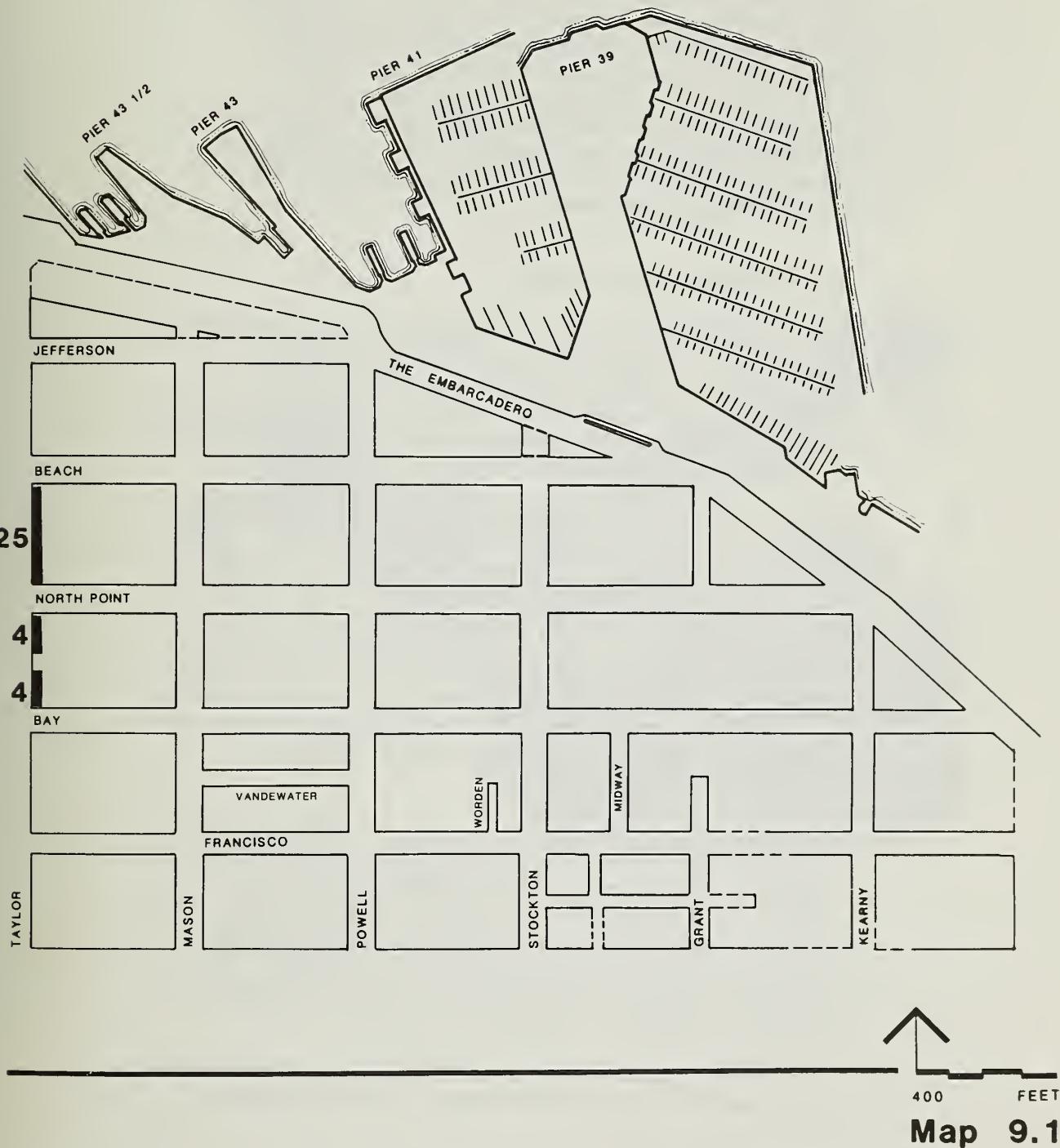
STREET ARTIST LOCATIONS



11

Location and Number of Street Artist Stations

SAN FRANCISCO BAY



Map 9.1

The street artists face increasing competition for sidewalk display space and have expressed dissatisfaction with half of their current space locations. The local merchants and residents are in turn dissatisfied with the quality of handcrafted items sold by the street artists and have requested improved quality control from the Arts Commission. Representatives of the street artists and the Arts Commission have been working with the Fisherman's Wharf Merchants Association on these issues but have not yet resolved the problems.

9.1.2 STREET PERFORMERS

Street performers are a long-standing part of San Francisco history and contribute to the vitality of the Northern Waterfront area. While the street performers are not subject to special regulation, they must comply with general requirements of the San Francisco Municipal Code pertaining to blockage of sidewalks and safety matters.

Street performers are encouraged to register with the Arts Commission and to abide by the voluntary guidelines established for street performances. Registered performers carry a "blue card" indicating they have received a copy of the Guidelines for Sidewalk Performing from the Arts Commission. These "common sense" guidelines request that performers not block sidewalks, street, or merchant's display windows; maintain a reasonable distance from street artists and other performers; and refrain from "hustling" people who are watching their act. Nothing, however, requires performers to register.

In 1984 the Port of San Francisco went a step further and instituted a "gold card" demonstration program in the area of Fisherman's Wharf under the jurisdiction of the Port. In addition to laying out guidelines similar to those in the city's "blue card" system, the Port established an ombudsman to monitor compliance with the "gold card" guidelines. While the program appeared to be effective, it was terminated in 1984 after its initial demonstration period.

Street performers continue to be unregulated. They are not tied to specific locations for staging their performances

and therefore appear at several locations throughout the Northern Waterfront area (See Fig. 9-2). Preferred locations, many of which have been used by the same performer for several years, are located along Beach Street between Leavenworth and Hyde, Jefferson Street between Hyde and Taylor, and The Embarcadero between Taylor and Pier 39. In addition to these spaces along public sidewalks and streets, performing stages have been provided on private property within Ghirardelli Square, The Cannery and The Anchorage complexes. The Port of San Francisco attempted to establish a special performance area on their property.



Figure 9.2 Street performers on Jefferson Street near Fish Alley.

In general, the merchants feel the street performers contribute to a positive image of the Northern Waterfront. Their primary concerns are blockage of the public sidewalks and streets by crowds gathering to watch performances and "hustling" of tourists by some performers.

9.1.3 PEDDLERS

The peddlers range from merchants selling pretzels from a pushcart to vendors selling kites from a display table. Peddlers are governed by the San Francisco Municipal Police Code. Peddler's permits, while subject to similar locational criteria as those applied to street artists, are additionally restricted from peddling adjacent to red or blue zones and within 600 feet or two blocks of an established business or other licensed peddler which sells the same type of food or other merchandise as the peddler. Peddler's permits are issued only to individuals (as opposed to businesses or corporations) for a specific location. Each individual is required to operate his or her business a minimum of 50 percent of the time it is open for business. Pushcart peddler permits differ from standard peddler permits in that pushcarts can also be operated by a business or corporation.

The stringent locational and permit requirements make it difficult to obtain a peddler's or pushcart peddler's permit. As a result, there are only a few licensed peddlers operating in the Northern Waterfront area. The peddlers tend to congregate at the corner of Beach and Hyde Streets where there is heavy pedestrian traffic. Because there are so few peddlers in the area, they have not presented significant problems.

9.1.4 NON-PROFIT SOLICITORS

Non-profit solicitors have emerged as a major presence in the outdoor sales market in the Northern Waterfront area only within the past few years (See Fig. 9.3). These solicitors are or claim to be affiliated with charitable organizations. They may offer goods for sale or may directly solicit for charitable contributions.



Figure 9.3 Non-profit solicitations outside The Cannery.

The proliferation of these non-profit solicitors in the Northern Waterfront areas has contributed to congestion and cluttering of public sidewalks, interference with access to transit and passenger loading zones, and interference with established businesses, street artists, and peddlers. There have even been allegations of fraudulent representation of charitable affiliations. This has prompted the Board of Supervisors to enact regulatory legislation.

The first ordinance regulating charitable solicitation took effect in April, 1986. This ordinance required non-profit solicitors to obtain a Certificate of Registration from the Police Department and a peddlers permit for the sale of goods. It also restricted sales directly from vehicles, established locational criteria for sales displays similar to those applying to street artists and peddlers, and

developed disclosure standards for persons involved in charitable solicitations.

Dissatisfaction over the initial legislation prompted amendments to the original ordinance which took effect in July 1986. That ordinance prohibited all sales and solicitation in the Northern Waterfront area (specifically the area bounded by Van Ness Avenue, Francisco Street and the San Francisco Bay). In areas outside the Northern Waterfront, the ordinance eliminated the requirement for a peddler's permit and established stricter locational criteria by prohibiting sales near a white, blue, green, or yellow zone as well as red zones. The restriction on sales in the Northern Waterfront area prompted the non-profit solicitors to move their operations to other parts of the city.

The legislation was challenged by the American Civil Liberties Union (ACLU) as an infringement on First Amendment rights. In August, 1986 a preliminary injunction was issued to prevent enforcement of the sales restriction based on a suit filed by the Hare Krishna. As a result of this action, non-profit solicitors were able to resume their sales operations in the Fisherman's Wharf area, subject to the other provisions of the ordinance.

In September, 1986 the Mayor signed an ordinance strengthening disclosure requirements and restricting the distribution of goods in Fisherman's Wharf and residential areas to "expressive" items only, for example literature or T-shirts with slogans or information pertaining to the tenets of the soliciting group. It further established a lottery for solicitation activities in the area bounded by Van Ness Avenue, Market Street, and the Bay. The ordinance retained restrictions on the time, place, and manner of distribution activities. Because there are still outstanding legal questions, the Board of Supervisors is continuing to work with the City Attorney's office to refine and clarify the intent of the regulations to comply in spirit with protected constitutional freedoms.

9.1.5 SIDEWALK ENCROACHMENTS

Several restaurants in the Fisherman's Wharf area sell food and souvenirs on the public sidewalk or have tables extending out into the sidewalk. Most of this activity occurs within arcades. This extension of businesses requires an encroachment permit from either the Department of Public Works or the Port of San Francisco, depending on where the business is located.

Property within City of San Francisco jurisdiction is regulated by the Public Works Code. A permit issued by the Department of Public Works is required to place tables and chairs in the public sidewalk or roadway areas. There are no specific standards governing the placement of the tables or the minimum unobstructed width to be maintained. Projects are reviewed on a case by case basis.

Property within the Port of San Francisco jurisdiction must obtain an encroachment permit from the Port. As with the city, there are no specific standards governing obstruction of sidewalk areas. While several of the restaurants in Fisherman's Wharf have existing leases which permit sidewalk encroachments, the Port has been denying new encroachment permit requests because of the existing congestion problem.

The sidewalk restaurants and food vendors are a major identifying element for the Fisherman's Wharf area of the Northern Waterfront. The crowding in some parts of the Northern Waterfront area, however, would appear to warrant additional control over the location of sidewalk arcades and cafes are located (See Fig. 9-4).

9.1.6 OPEN-AIR SALES

There are a number of independent outdoor sales operations which are being conducted from private property in the Northern Waterfront area, mostly along Taylor and Jefferson Streets. Vendors lease private property and set up display tables similar to those operated by street artists and non-profit solicitors. Many, if not all, of the open-air sales displays are operating in violation of the City of San Francisco Planning Code.



Figure 9.4 Sidewalk arcades on Jefferson Street.

Open-air sales are permitted only in heavy commercial (C-M) or industrial (M-1 and M-2) zones. None of the property in the Northern Waterfront area is zoned for these uses. Furthermore, uses which are not screened from view require a Conditional Use permit within the Northern Waterfront Special Use District No. 2.

While open-air sales have gone on illegally in some locations for several years, the recent publicity about outdoor sales in the Northern Waterfront has led to stepped-up enforcement. Not only is the Planning Department concerned about the ongoing violations, but street artists and merchants also are disturbed by the encroachment into their established business locations and markets by illegal sales activities.

The Planning Department is currently involved in proceedings with property owners to rectify code violations where they are known to occur. The largest site on which these open-air sales operations have been occurring is the Longshoreman's parking lot on Taylor Street between Beach and North Point. Proceedings against the property owner have been going on for about two years and the alleged violations have yet to be rectified.

9.2 ISSUES, OPPORTUNITIES, CONSTRAINTS

Outdoor sales have existed in the Northern Waterfront area for a long time, but the recent proliferation of non-profit solicitors has focused the public attention on the issue. In general, there is a concern that the overabundance of outdoor merchants is creating excessive clutter in the Northern Waterfront, making it difficult for visitors to even walk down the sidewalk. Some worry that non-profit solicitors may misrepresent their affiliations with charitable organizations and therefore are defrauding the public. Other merchants feel that the quality of goods being sold is declining. These conditions are having an adverse impact on the established businesses and the residents in the Northern Waterfront. The cumulative effect of this cluttering of the public sidewalks detracts from the desired positive image of The Northern Waterfront Study Area. As a result, all outdoor sales activities are being called into question.

The resolution of the non-profit solicitation issue is presently being pursued by the Board of Supervisors and the City Attorney's office. While control of the non-profit solicitors requires immediate attention and will ameliorate the current crowding conditions, there are still issues associated with the other types of outdoor sales that need to be resolved. These are outlined below.

Street Artists

- The local merchants and residents have expressed concern that the Street Artist program has not adequately controlled quality of goods sold, locational standards, and monopolization of on-street parking spaces. In turn, the Street Artists have requested a reevaluation of their existing authorized display locations in the Northern Waterfront. In a preliminary review, they have indicated that 51 percent of the spaces were not viable.

The Arts Commission is responsible for monitoring street artist activity, and should continue to work with the community to address non-compliance with locational or quality standards.

Stepped up enforcement of on-street parking violators can improve turn-over of vehicles. However there has been a history of conflicts between the artists and parking patrol over this issue.

- Potential alternative locations for street artist displays need to be identified. These spaces could be established at locations on the public sidewalks or in one large open-air or enclosed location that consolidates the street artist's sales, although the street artists have traditionally resisted such a move.

The reallocation of street artist spaces is a particularly sensitive issue due to the congestion currently experienced in the Northern Waterfront. Within the context of the long-range planning effort, however, the location of street artist spaces should be critically evaluated with respect to land use, urban design, and circulation considerations.

Street Performers

- The Street Performers often attract large audiences that not only block the sidewalks, but can extend out into the street blocking traffic as well.

The potential creation of a pedestrian/transit/ service street with widened sidewalks on Jefferson Street could alleviate the sidewalk crowding currently experienced. The presence of street performers is only one consideration affecting the decision to modify Jefferson Street.

Creation of additional stage areas has been considered, but not successfully implemented. The performers may resist this arrangement because it involves an additional level of control over their performances.

Sidewalk Encroachments

- Sidewalk encroachment permits are issued on a case-by-case basis without the benefit of locational criteria. This has resulted in substantial narrowing of the sidewalk space available for pedestrian passage.

The community, working with the Department of Public Works and the Port of San Francisco, needs to identify corridors where sidewalk cafes and restaurants are desirable and what locational criteria, if any, should be used in selecting sites for such sidewalk uses.

Open-Air Sales

- Illegal open-air sales on private property is a continuing enforcement problem.

The Enforcement section of the Planning Department will pursue the abatement of code violations as problems are brought to their attention by the community.

9.2.5 FRAGMENTATION OF CONTROL

- Presently there are several different agencies involved in the regulation of outdoor sales. This makes it difficult to carefully manage and monitor activities.

An Advisory Committee, with representatives from each of the relevant regulatory agencies and the community, could be formed to address outstanding issues pertaining to outdoor sales.

APPENDIX A

MARKET ANALYSIS FOR THE CITY OF SAN FRANCISCO LODGING MARKET

Laventhal & Horvath
March 1986

SUMMARY OF CONCLUSIONS

II-1

From our analysis we have reached the following major conclusions:

- There are eight primary lodging products⁽¹⁾ available in the San Francisco market area:
 - . Luxury, Full-Service Hotels;
 - . Deluxe, Full-Service Hotels;
 - . Middle-Market, Full-Service Hotels;
 - . Motor and Limited-Service Hotels;
 - . Economy Hotels/Motels;
 - . Bed and Breakfast Inns;

(1) These products are explained in detail in Section III of this report.

- All-Suite Hotels; and
- B+ Hotels.

- The City of San Francisco market area is comprised of six primary lodging sectors:

- Civic Center/Van Ness Corridor;
- Financial District;
- Nob Hill;
- Union Square;
- Lombard Street; and
- Fisherman's Wharf.

- The overall City of San Francisco lodging market is very healthy, and historically has experienced occupancy levels and average daily room rates significantly higher than the nationwide averages.

- The Civic Center/Van Ness Corridor lodging sector is oriented towards the price-sensitive, tourist and government-related demand segments. Historically, this sector has experienced occupancy levels and average daily room rates below the City-wide averages.

- The Financial District is oriented towards the Commercial and Group demand segments. Historically, occupancy levels and average daily room rates have been above the City-wide averages.
- The Nob Hill sector is oriented towards the upper-income traveler. Historically, this sector has experienced occupancy levels below the City-wide average; however, the average daily room rates were significantly above the City-wide average.
- The Union Square sector is represented by middle-income travelers from all demand segments. Historically, occupancy levels in this sector have been close to the City-wide average, while average daily room rates have been above the City-wide average.
- Fisherman's Wharf has historically been oriented toward the tourist demand. This sector has, however, achieved significant penetration of the Commercial demand segment since 1984. This sector experiences the highest occupancy levels in the City, with average daily room rates below the City-wide average.

- The Lombard Street lodging sector is comprised of economy motels and hotels which cater to the price-sensitive tourist and government-related traveler. This sector achieves occupancy levels above the City-wide average, with average daily room rates below the City-wide average.
- The future economic and demographic outlook for the City of San Francisco market area is very positive. We anticipate continued growth in room nights of demand for all market segments (Commercial; Group; and Tourists, Travelers and Others).
- Based on our analysis, we project that there is market support for 2,000 to 5,000 additional guest rooms in the San Francisco market area including 1,000 to 1,500 additional guest rooms in the Fisherman's Wharf lodging sector during the projection period. We believe the appropriate product mix for the additional guest rooms in the Fisherman's Wharf lodging sector to be 10% Motor and Limited-Service; 75% Middle-Market, Full-Service; and 15% Deluxe, Full-Service.

- Based on our projected market supportable guest rooms and recommended lodging product mix, we anticipate that future development of guest rooms in the Fisherman's Wharf sector would impact other sectors as follows:
 - . Civic Center/Van Ness Corridor hotels would experience increased rate pressure in the Tourists, Travelers and Others market segment.
 - . Union Square and Financial District hotels would continue to feel the impact of penetration of the Commercial demand segment by Fisherman's Wharf hotels.
 - . Union Square would continue to feel the impact of penetration of the Tourists, Travelers and Others demand segment by Fisherman's Wharf hotels. In addition, low room rates offered by Fisherman's Wharf hotels would continue to create rate pressure on Union Square hotels.

- . We anticipate that growth in room nights of demand in the Group segment, as a result of future additions to meeting space in the City, would offset some of the anticipated negative impact on the Union Square and Financial District hotels described previously.

- . We believe future hotel development in the Fisherman's Wharf sector would have little, if any, negative impact on hotels in the Nob Hill and Lombard Street sectors.

October 27, 1986

Mr. George Williams
City of San Francisco
Planning Department
450 McAllister Street
San Francisco, California 94101

Dear Mr. Williams:

At your request, we have prepared this summary letter to provide further explanation on the growth rates used in our report entitled "Market Analysis for the City of San Francisco Lodging Market, March 1986." In addition, we have addressed the list of questions you provided us with in Addendum A of this letter.

Growth in Commercial Demand

Growth in San Francisco's commercial demand segment during the period of analysis will occur as an indirect result of moderate growth in occupied office space and additional created commercial demand. Accordingly, we have estimated a base level of growth related to estimates of future office space absorption in the Financial District, and additional created demand based on such factors as the introduction of new hotel products and increased international trade.

Our estimates of base commercial demand growth are predicated on the following factors:

- the historical relationship between employment in the Finance, Insurance and Real Estate (F.I.R.E.), and Service employment categories and occupied office space;
- the historical relationship between occupied office space and commercial room nights of demand;
- the limits imposed on office development in San Francisco by the "Downtown Plan"; and
- the Association of Bay Area Governments (ABAG) projections during the period of analysis for the F.I.R.E. and Service employment categories for the City of San Francisco.

In addition to this base growth in commercial demand, we estimate that there will be further growth as a result of the following factors:

- accommodation of demand that in the past has been turned away from the market due to an inadequate room supply during periods of peak demand;
- introduction of new hotel products in the market area that will service previously unaccommodated demand (specifically the B+ and luxury hotels);
- critical mass of marketing - increased demand created by new hotels implementing marketing programs; and
- increased international demand created by the opening of new airline routes and foreign-based hotels.

Based on these factors, the composite growth rate for commercial demand is estimated as follows:

Growth in Commercial Room Nights of Demand

	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990 - 1995</u>
Base Growth	<u>2.6%</u>	<u>2.6%</u>	<u>2.6%</u>	<u>2.6%</u>	<u>2.4%</u>
Created Growth	<u>1.2</u>	<u>2.1</u>	<u>1.3</u>	<u>.6</u>	<u>.2</u>
Total	<u>3.8%</u>	<u>4.7%</u>	<u>3.9%</u>	<u>3.2%</u>	<u>2.6%</u>

Growth in Group Demand

Growth in group demand will occur as a result of the continued strength of San Francisco as a popular destination, continued growth in occupied office space, and the introduction of new meeting space and guest rooms in the market area.

Historically, growth in this demand segment has increased at an annual rate of 3%. Growth in the number of convention delegates has grown at an annual rate of 6%. We expect these trends to continue.

Further growth in this demand segment will occur as a result of the following factors:

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City of San Francisco
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- the proposed addition of approximately 330,000 square feet of meeting and exhibition space to the George M. Moscone Convention Center in 1988 (since the issuance of our report, that date has been revised to 1992);
- the addition of significant hotel meeting space (specifically the Marriott Marquis and the Hilton expansion); and
- the increased marketing efforts of existing hotels in the City to capture small association and corporate meetings.

Based on these factors, we estimate the following growth in group demand during the period of analysis:

	<u>Growth in Group Room Nights of Demand</u>						
	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992 - 1995</u>
Base Growth	3.5%	3.5%	3.5%	3.5%	3.5%	3.5%	3.5%
Moscone Growth			2.9	2.5	.9	.6	
Created Growth	<u>1.3</u>	<u>1.0</u>	<u>.9</u>	<u>1.4</u>	—	—	—
Total	<u>4.8%</u>	<u>4.5%</u>	<u>7.3%</u>	<u>7.4%</u>	<u>4.4%</u>	<u>4.1%</u>	<u>3.5%</u>

The growth associated with the expansion of the George M. Moscone Convention Center is based on an opening date of 1988. This date has been revised to 1992 since the issuance of our report. The continuance of San Francisco as a competitive location for major, city-wide conventions is dependent upon this expansion. Proposition B, on the November 4th ballot, concerns funding for the expansion. Should Proposition B be defeated, the expansion growth would be eliminated and a reduction in the base growth could result.

Growth in Tourists, Travelers and Others Demand

Growth in the tourists, travelers and others (TTO) demand segment will occur primarily as a result of the continued popularity of San Francisco as a tourist area and the availability of moderately priced packages aimed at this segment.

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Our estimates for growth in this segment are based on the following factors:

- historical annual growth during the period from 1983 through 1985 of approximately 12%;
- strong tourist demand in 1986;
- estimated annual average growth of airport passengers at the San Francisco International Airport of 3% to 4% during the period of analysis;
- continued strength of the B+ properties;
- emphasis on U.S. travel through 1988 as a result of the devaluation of the U.S. dollar and continued threats of terrorism abroad; and
- continued promotion of moderately priced off-season and weekend packages by the major hotel companies.

Based on these factors we have estimated the following composite growth rates for TTO demand:

Growth in Tourists, Travelers and Others Room Nights of Demand

	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989 - 1995</u>
Base Growth	2.5%	2.5%	2.5%	2.4%
Created Growth	<u>2.6</u>	<u>2.5</u>	<u>1.3</u>	<u>.1</u>
Total	<u>5.1%</u>	<u>5.0%</u>	<u>3.8%</u>	<u>2.5%</u>

This summary letter is subject to the restrictions set forth in our report dated March 14, 1986 and should be read in conjunction with it.

If further questions arise concerning our report, we will be pleased to respond.

Harrell & Smith

cc: Eva Lieberman
Amit Gosh

ADDENDUM A

A list of questions concerning our report was submitted to us by the Planning Department. The questions are presented below along with our answers and comments.

Q: Regression growth rate does not seem to make sense and it is not defined; there is no way to tell how the rate was calculated; some growth rates are shown as positive when the series of numbers is declining.

A: Regression growth is defined on page IV-2 of the report.

Q: Several arguments are supported by the 1979-84 office occupancy rates but these have changed substantially in the last two years.

A: Historical office occupancy rates are not used in estimating future demand.

Q: The figures used to describe market segment competition do not cover a period of time, so the description of the competition is not substantiated.

A: Descriptions of lodging sector competition are based on historical trends between 1980 and 1985 and perceptions of the hotel operators, which were elicited during interviews.

Q: A specific number of rooms that could be market supported is presented but the numbers are not tied in to any equally specific statistics.

A: The number of market-supportable rooms is based on our supply and demand analysis.

Q: And what about the approximately 2,800 rooms available now on average (if occupancy average is 71%).

A: The number of market-supportable rooms is based on specified area-wide occupancy ranges and our supply and demand analysis.

Q: Historical growth is not the only way of determining demand. Can look at projections for new businesses or rising transportation costs.

A: Growth rates are based on the factors outlined in this summary letter.

Q: An expanded Moscone Center will not be ready until 1992 so its effect will be minimal, especially if San Diego grabs a lot of business.

A: The Moscone Center expansion date is addressed on page 3 of this summary letter.

Q: Group market figures should (or were they) be normalized for the Democratic Convention.

A: The effect of the Democratic National Convention on historical growth of the group segment was considered in our analysis.

Q: How was the appropriate product mix determined?

A: The factors considered in determining the appropriate lodging product mix of additional guest rooms in the Fisherman's Wharf lodging sector are listed on page VI-12 of our report. Most weight was given to the estimated income levels of visitors to San Francisco, the number of visitors in each income category, and the ability of the current lodging products to service the needs of each category.

Q: The added guests using additional convention space built by the Hilton and Marriott hotels will probably be absorbed by the additional rooms they are also building.

A: Both the demand created by additional meeting space in new hotels and the associated guest room additions were included in our analysis.

Q: Visitors to San Francisco frequently stay in private homes so population growth cannot be a very decisive factor.

A: Employment (not population) growth was the factor considered in our analysis.

Q: Some statements are exaggerated (e.g., SF is the financial center of the West (L.A.?) ; SF is a leader in finance (NYC, Chicago, L.A.); SF is a leader in trade and transportation (NYC, N.O., Boston, Baltimore)).

A: San Francisco is no longer the financial center of the West; however, the financial, trade and transportation institutions located in the Bay Area maintain their importance.

Q: The comparisons do not cover the same period (e.g., demand and room rates 1980-85; office space occupancy 1979-84; taxable sales 1978-84; declining hotel occupancy 1980-85; city wide averages no dates given.)

A: All city-wide averages are referenced with a date.

Q: Product descriptions vary. They should address the same categories for all products.

A: The most important defining characteristics for each lodging product were presented in the report.

Q: Looking at figures for the tourist industry in S.F. this summer, which are down considerably from last year, we might question Laventhal & Horwath's projections for growth.

A: 1986 has been an excellent tourist year. July, August and September have been very strong.

Q: There is no list of the nine proposed hotels which are included in the analysis.

A: The proposed additions to the hotel supply are presented on page VI-5 (facing page) of the report.

Q: The expansion of Moscone Center plays an important part in the analysis. How certain is it that the expansion will happen?

A: Outside the scope of our engagement.

Q: Is the Super 8 Motel considered as a motor hotel, in the same category as the Howard Johnson's?

A: Outside the scope of our engagement.

Q: According to the study, the projected market-supportable guest room additions on Fisherman's Wharf range from 1,000 to 1,500. But with 1,500 new rooms, it is projected that the occupancy level would decline from the 1980 level of 84% to 75%.

A: Supportable rooms were presented in our report for three occupancy ranges: 85%, 80%, and 75%. In order to maintain the higher area-wide occupancies, fewer rooms should be added.

Q: The question of what retail shops or restaurants are planned for the Clarion or the Super 8 and their impact on such existing businesses at Fisherman's Wharf is not addressed in the study.

A: Outside the scope of our engagement.

Q: We are also extremely interested in the impact on traffic and the design of the projects.

A: Outside the scope of our engagement.

APPENDIX B

NORTHERN WATERFRONT TRAFFIC AND
TRANSPORTATION STUDY
DKS Associates, March 1987 1

SUMMARY

This study evaluated the transportation issues associated with the Northern Waterfront Plan. Following is a brief summary presenting the report findings on land use scenarios, travel demand, automobile traffic, transit, auto parking and pedestrians.

Land Use Scenarios

The Department of City Planning is undertaking the Northern Waterfront Study to analyze land use patterns and traffic and transportation related issues in the Northern Waterfront, an area bounded approximately by Kearny, Francisco, Columbus, North Point, Van Ness and the Bay. The Northern Waterfront study may result in a variety of actions aimed at managing growth including possible rezoning, amendments to the Northeastern Waterfront Plan and changes to the traffic and transportation network.

As part of the Northern Waterfront Study, the Department of City Planning has developed several scenarios for testing the transportation impacts of future development in the Waterfront area. Three land use scenarios were selected to compare the impacts of different land use combinations and provide direction for future planning decisions in the Northern Waterfront. Alternative development plans were identified for 13 "soft sites" (under developed sites). In general, the land use scenarios represent the level of development which might be expected to occur in the next 15 to 25 years.

Land use Scenario A (hotel/retail) identifies the potential for development of a total of 805,200 GSF (539,000 GSF net new) of commercial space (office, retail and miscellaneous), 1,722 (1,722 net new) hotel rooms and 80 (80 net new) residences.

Land use scenarios B and C focus on office/retail uses and office/housing uses respectively. Under the office/retail alternative Scenario B a total of 1,116,400 GSF (850,200 GSF net new) of commercial space (office, retail and miscellaneous), 500 (500 net new) hotel rooms and 150 (150

net new) residences would be developed in the Northern Waterfront area. Under the office/housing alternative Scenario C a total of 889,400 GSF (638,900 GSF net new) of commercial space (office, retail and miscellaneous), 500 (500 net new) hotel rooms, and 530 (530 net new) residences would be developed in the Northern Waterfront area.

The amount of parking for each scenario was roughly estimated by DCP staff based on code requirements, the land area of each "soft site", and any project-specific data. Estimates were made assuming the maximum amount of ground floor space and basement area that could be used for parking, excluding area allocated for ground floor retail frontage.

The land use scenarios were developed to do a sensitivity analysis of traffic and transportation impacts based on different groupings of land uses. There was no intent to utilize these scenarios for setting land use policy, but only to measure potential variations in transportation impacts.

Travel Demand

Based on extensive trip generation, mode split, trip distribution, and trip assignment data collected within the study area, a comprehensive assessment of travel was prepared.

Scenario A would generate the greatest number of person trips, adding 28,000 daily and 2,680 PM peak hour trips on weekdays and 32,100 daily and 2,590 PM peak hour trips on weekends. Scenario C would generate the fewest person trips weekdays with 20,800 daily and 2,260 PM peak hour trips. On weekends, Scenario B would generate the least number of person trips with 15,100 daily and 1,320 PM peak hour trips.

During the weekday evening peak hour, Scenario B would generate the greatest number of net new vehicle trips (1,070) but the least number of vehicle trips for the weekend PM peak hour (350). This is due primarily to the office land use component in Scenario B.

Walk trips represent a large component of travel generated by all land use scenarios. The trip distribution indicates that most trips to and from the Northern Waterfront are from within San Francisco.

Traffic

Traffic counts at 26 intersections on weekdays and 14 intersections on weekends were studied in the Northern Waterfront. There are three factors which appear to have the greatest influence on congestion at the Northern Waterfront: parking, pedestrians and through traffic.

- Localized congestion occurs as people maneuver for on-street parking spaces and at the entrances to parking facilities. This problem is most critical at the entrance to the Pier 39 garage. Traffic backs up as the garage becomes full and traffic waits to get in. This affects traffic in a two block vicinity of the garage on weekends, but generally only Powell Street on weekdays.
- Pedestrian concentrations affect traffic operation along Jefferson Street and at the intersection of Beach and Hyde Streets. Pedestrian/vehicle conflicts reduce intersection capacities at these locations and often result in slow vehicle speeds and delays.
- Through traffic has its greatest effect on Bay Street, since it serves as a connection from the downtown to western San Francisco and the North Bay. Traffic generally backs up at Columbus Avenue and Bay Street during the PM peak hour and volumes reach 3,200 vehicles per hour (two-way).

Level of service and volume-to-capacity ratios were used to measure the differences in traffic impacts of each of the land use scenarios. It was found that although the new land uses generate substantial new traffic, the differences between scenarios in terms of traffic operation were minor. Volume-to-capacity ratios generally did not vary more than 0.05 at any intersection. The land use scenarios would cause increases in congestion on Bay Street during weekday and weekend peak hours resulting in level of service "F" conditions under future land use scenarios with the existing circulation system.

Two new roadway circulation schemes were evaluated as measures to mitigate the poor traffic operations: the Bay/North Point one-way couplet and the Beach/North Point one-way couplet. The purpose of this analysis was to explore ways to improve traffic operations without widening the streets.

It was found that the Bay/North Point circulation alternative was the only plan which could substantially mitigate the impacts of future traffic growth in the area. The future traffic conditions with this one-way couplet were substantially better than existing conditions on Bay Street, while North Point Street would encounter reduced levels of service (generally in the range of "C" to "D" conditions).

The study evaluates the component of through traffic on Bay Street and finds that exclusive of growth in traffic between San Francisco points, there would be little new traffic from the North Bay using the Bay corridor with a one-way couplet. 2,3

Transit

Transit data for the Northern Waterfront indicates that, with the exception of the cable car lines, the area is well served by transit without overcrowding. Some of the future scenarios utilize this available transit capacity more than others.

Scenario C generates the most transit trips, and in particular more trips on MUNI bus routes. While Scenario A generates the least number of total transit trips in the evening peak period, it generates the most cable car trips.

There is no available capacity on the cable car lines today. People wait generally 45 to 65 minutes to board a cable car on weekdays during peak use periods and on weekends. Additional demand for cable car routes would result in longer delays for patrons. As an alternative to the cable cars, the proposed MUNI E/F-Line could provide some new capacity to the Northern Waterfront with comparable service (historic nature, route and travel time).

Even with the future land use scenarios, MUNI bus load factors remain well below those encountered downtown, although more crowding would occur within the peak 5 to 15 minutes of the evening commute. Additional service to surrounding areas of San Francisco may be desirable with new office development in order to provide more direct service to employees.

Parking

Parking conditions in the Fisherman's Wharf area have been a problem for many years, particularly on weekends. On-street parking is fully utilized while modest amounts

of off-street parking are available during peak use periods, primarily in the western sections of the study area. Parking occupancy surveys show nearly full conditions on weekdays as well as weekends. Future land use development would generate substantial new demand for parking while removing some existing spaces.

Parking conditions for each scenario were estimated based on available land area, specific project proposals, and code requirements. The intent was to identify a potential amount of parking associated with each scenario to evaluate impacts on traffic and potential parking shortfall.

Scenario A would represent a parking shortfall on weekdays as well as weekends and has the greatest parking impact in the study area. This is primarily due to the large amount of new hotel development assumed in this scenario. Scenario B would represent the least impact on parking and would possibly improve parking conditions on weekends if parking provided for weekday office use were made available for public use on weekends.

Pedestrians

Pedestrian flows in the Fisherman's Wharf area represent some of the highest found in San Francisco. At the same time the amount of effective sidewalk area (discounting for obstructions) is among the narrowest in the City. This results in constrained and crowded pedestrian flows along Jefferson Street and Beach Street.

As with traffic, there would be an impact on pedestrians from future land use development in the Northern Waterfront, but there was little difference in impacts between the land use scenarios. With future development, flow conditions would further degrade to crowded and congested conditions at some points on Jefferson Street. For comparison, this would be similar to the pedestrian flow conditions on the Jamestown Street pedestrian overcrossing at Candlestick Park following Forty-Niner games.

Because of crowded conditions, several improvements would need to be considered along Jefferson Street, The Embarcadero and Beach Street. These include a possible pedestrian/transit/service vehicle demonstration zone for weekends on Jefferson Street between Powell and Jones Streets; sidewalk widenings by narrowing traffic lanes or

removing on-street parking; and removal of obstructions (where possible) along key pedestrian corridors such as Jefferson Street, Beach Street, Taylor Street and the Embarcadero.

In general, the transportation study has found there are serious traffic, parking and pedestrian deficiencies in the Northern Waterfront. At the same time bus transit suffers from underutilization when it could be a key element in mitigating other transportation impacts. Impacts of future development would be significant if no transportation improvements are made.

Measures were evaluated in this study which could result in better transportation operating conditions with future development than exist today. Based on the findings, it appears that the appropriate balance of future land uses and transportation improvements could minimize the impacts of future transportation demands in the Northern Waterfront.

As an example, future traffic flows could be served with less congestion than is experienced on Bay Street today with a one-way couplet on Bay and North Point Streets. In addition, certain land use elements tend to have less impact on the study area than others. Office uses which provide parking to meet weekday demand generate little parking demand on weekends when parking conditions are most severe. Hotels and retail uses generally require more parking on weekends which leads to potential impacts if parking is not provided to meet demand.

FOOTNOTES

- 1 Northern Waterfront Traffic and Transportation Study still in draft form at the time of printing this document.
- 2 "Twenty-four Hour Traffic Flow on Principal Streets and Highways," San Francisco Dept. of Public Works, March 1973.
- 3 DKS telephone conversation with Alan Zahradnik, Senior Planner, Golden Gate Bridge, Highway and Transportation District, August 14, 1986 and "Draft Regional Commute Travel Trend: 1981-85," San Francisco Department of City Planning, September 1986.

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